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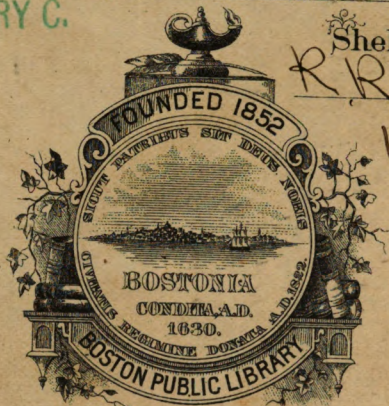
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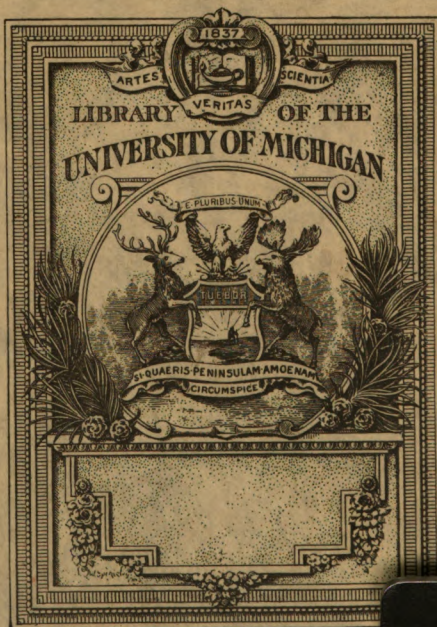
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Vol II



Oct 12-1896



THE
Inaugural Addresses
OF THE
MAYORS OF BOSTON.

VOLUME II.
FROM 1852 TO 1867.

PUBLISHED BY THE CITY REGISTRAR.



BOSTON:
ROCKWELL AND CHURCHILL, CITY PRINTERS.
1896.

W. K. K.

Boston, City Registry Dept.
Oct. 6, 1896.

P R E F A C E .

THE second volume of the Inaugural Addresses of the Mayors of Boston covers the period from 1852 to 1867.

It also includes the address of Mayor Jonathan Chapman on first taking possession of the new City Hall in School street in 1841, the address of Mayor Joseph M. Wightman at the laying of the corner-stone of the present City Hall in 1862, and the address of Mayor Frederic W. Lincoln, Jr., at the dedication of the Hall in 1865.

WILLIAM H. WHITMORE,

City Registrar.

OLD COURT-HOUSE,

September 26, 1896.

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ADDRESS OF THE MAYOR,
JONATHAN CHAPMAN,
TO THE
CITY COUNCIL OF BOSTON,
ON THEIR FIRST TAKING POSSESSION
OF THE
NEW CITY HALL IN SCHOOL STREET,
MARCH 18, 1841.



BOSTON :
JOHN H. EASTBURN, CITY PRINTER,
No. 18 State Street.
1841.

ADDRESS.

Gentlemen of the City Council :

THE event of our first meeting in this building, which has just been fitted up as a City Hall, has been deemed of sufficient importance to be noticed by the City Government. The two branches have accordingly assembled together, and in compliance with what has been expressed to me to be the general wish, though without formal invitation, I venture to address you in a few hurried and discursive remarks, which, from the very short notice that I have had, of your desire in this respect, are all that it is in my power to offer.

The event which we now notice, can lay no claim to being what is called a great one. It presents nothing to inspire enthusiasm or enkindle eloquence. When in the year 1830, the government removed from the few rooms which it had occupied in this building, then appropriated mainly for the purpose of a County Court House, to the apartments which we have just left, it moved from common to sacred ground. The distinguished individual whose lot it was to speak upon that occasion, in addition to his own native and wonderful power of ornamenting by his eloquence, every theme that he touched, found himself amidst associations of the most inspiring character. He stood upon a spot identified with the darkest and the brightest periods of the revolution. The spirits of his own distinguished ancestors were around him. And as he contrasted in his mind the growing, enlightened, and free city, of which he was to sit in that place as the Chief Magistrate — with the comparatively small British town, guarded by a foreign soldiery one of whose most memorable

exploits was achieved on the ground just underneath the window behind his chair—had he not a theme worthy even of his powers? But all is different with us. The orator, the scene and the associations are wanting. We have left the site of the Old Town Hall and the Old State House, and the spirit that guards it, true to its ancient home, refuses to follow us to this modern structure. I am left, therefore, alone, with the dull and prosy and unsentimental present. I cannot call upon the past to aid me in meeting your expectations on this occasion, for it bade me farewell, as I left the old spot. It whispered to me, that as, like many of my generation, I had exchanged the venerable for the convenient, I must henceforth make my way without its aid.

And yet it may be well to notice this event. It serves as an era in the history of the government which we are called to administer. Like the birthdays of individuals, we can make it a fresh starting point for good. Public servants, as we are, we cannot, on the one hand, too often be reminded of our responsibility to our constituents, and every circumstance which leads us to pause but for a moment, and reflect upon the important interests entrusted to our charge, may most profitably be employed for that purpose. And on the other, when, as I sincerely believe is the case with the event which has brought us together now, a difficult and perplexing matter of public interest has been settled in a manner at least satisfactory to almost every citizen—when the result and all the circumstances attending it, alike command so general approbation—we may well be permitted to felicitate ourselves upon our success. And I am confident that I express the general feeling of all who have been instrumental in this result, when I say that their richest reward is in the public approbation which attends their efforts.

The building which is now to be devoted to the purposes of a City Hall, was erected in the years 1809–10, for

a County Court House. It was planned and erected under the superintendence of Charles Bulfinch, Esq.; and as I mention his name, I believe we shall all gladly avail ourselves of this opportunity to pay a tribute of respect to one of the oldest and most faithful public servants now living amongst us. For a series of years, the Chairman of the Selectmen of the town, he devoted himself with all diligence and fidelity, to the numerous and important duties devolving upon that office. Simple in his manners, zealous and persevering in the discharge of his duties—ardent in his attachment to the best interests of the town that so often honored him with its confidence, he deserves a grateful remembrance by all who come after him. And certainly in this building, which has called him to our minds, whatever ideas may heretofore have been current in regard to it—we have a proof in its architecture, that he was not far behind the more modern times, and in its strength and durability, that whatever he did was well done. And he, in return, will find satisfaction in his old age, in seeing his work, after being once shored up for support, again able to stand alone, and renewing its youth in a shape that is likely to perpetuate it at least for many years.

After having been used as a Court House for about 25 years, for reasons which it is difficult now fully to gather or understand, but undoubtedly satisfactory to our predecessors, it was deemed necessary to erect a new building for the Courts, and the Court House now standing in rear of this building was the result. Upon the removal of the Courts to that building, nothing remained in this but the Probate Office and Registry of Deeds. And upon the completion, early in 1840, of the new fire-proof building for these offices, this became entirely vacant.

In view of this event, the subject of erecting a new City Hall, had for some years occupied the attention of the City Government. The exceedingly inconvenient accommoda-

tions for many of the officers, in the building we have just left—the exposure of the papers and documents to fire,—together with the very great inconvenience of having departments that are intimately connected together located in different places, had been manifest to all. These inconveniences naturally increased with the increasing business of the city. In the year 1839 accordingly, some steps were taken in view of taking down this building, as soon as it should be entirely vacated, and erecting a new City Hall on its site, together with some of the adjoining estates, which had been purchased for that purpose

Before, however, any great progress had been made beyond purchasing these adjoining estates, the City Government of 1840, at its commencement, deemed it unwise to enter upon the erection of a new building, and turned its attention to the subject of fitting up this building as a City Hall. It commenced amid much doubt and difference of opinion—many of the government entertaining the idea as to the unsoundness of the structure, which had become so prevalent. But after a very thorough examination of the whole subject, and after many plans had been presented, the Council at length entrusted the matter to the Joint Committee on Public Buildings, with an appropriation based upon estimates procured by them, of \$14,475. The work was commenced in the month of August last, and has steadily progressed. The present Council has appropriated the sum of \$6,000 for furnishing the building. And under the general superintendence of the Committee, but more especially that of Mr. Jonathan Preston,—to whose ingenuity and taste in the plan, and whose indefatigable attention to the work throughout, I most gladly avail myself of this most appropriate opportunity renewedly to express the deep obligation of the city,—we have the result which we see before us. Though an entire settlement has not yet been had, I am authorized to express the confident belief that the whole

work has been done within the appropriations. So that we are permitted to say, that the whole outlay for the fitting up and furnishing the new City Hall is only about \$20,000.

Not only is this a comparatively small sum of money, to what a new building would have cost, but it seems to me that we have got a great deal for it. We have now rooms sufficiently spacious for every department and officer of the Government. What is of great importance, also, we have now, for the first time, all the officers of the Government under one roof—a circumstance not only important to the despatch of business, but valuable as bringing all the officers into more frequent intercourse, and exciting feelings of entire unity and harmony amongst them. We are all now in a central yet quiet spot. Everything, both within and around, seems all that a reasonable being could desire or ask. And being thus furnished by our constituents with adequate means, it remains only that we faithfully devote both them and ourselves to the important interests entrusted to us.

This building is henceforth to be devoted to the City's service, and to be known as the City Hall. We dedicate it, therefore, to the cause of good government,—that government which acknowledging religion, morality and education to be the only pillars of freedom, feels a solemn obligation to do its utmost to defend and support them,—that government, which recognizing all men as free and equal in rights, knows no distinctions of party or sect, or opinion in its administration, but adapts its impartial measures to the just claims and best interests of all alike,—that government, which regardless of all personal consequences, is fearless and independent in the discharge of what it deems its duty,—that government, in fine, which looking upon its powers as solemn trusts, and not possessions, feels always its accountability to God and its constituents, and seeking only to be able to render a good account of its stewardship, is ready

to render it at a moment's warning. We dedicate it to sound and equal legislation and to a firm and just execution of the laws. We dedicate it to a liberal policy upon all the subjects connected with the well being of our citizens, and to a wise economy in the expenditure of the public money. We dedicate it, in a word, to the great cause for which it has been erected, and we empowered, — the promotion of the peace, order, intelligence and virtue of the community in which we live.

This building, gentlemen, has hitherto been a temple of justice. Let it be so still — of justice to our constituents — of justice to each other — of justice to ourselves. We meet here to-night with mutual congratulations, and amidst pleasant associations. May nothing ever occur to mar or disturb them. We shall continue to assemble here for a season, in the interesting and important relations which we now sustain towards each other. May our mutual duties here be so discharged, that always henceforth, whether in or out of office, we can turn towards this building, with the same pleasant feelings which animate us to-night. Others will shortly take our places; for besides the uncertainties of human life, our terms of office are wisely short. May our example here be such, that we shall not blush to own, nor our successors hesitate to follow it. And, above all, whoever may occupy our seats, may the interests of our beloved City never be harmed — the lustre of her name never dimmed — or her true prosperity hindered or checked. We inscribe on this building the motto of our City, that God may be with us, as he was with our fathers; and we add, that he may be with our City always. And, long after we shall have passed away — long after this durable structure shall have crumbled to dust, so that not one stone shall be left upon another — may our City still stand, preëminent for the freedom and wisdom of its institutions, and the intelligence and virtue of its citizens.

INAUGURAL ADDRESS

TO THE

ALDERMEN AND COMMON COUNCIL,

BY

BENJAMIN SEAVER,

MAYOR OF THE CITY OF BOSTON.



JANUARY, 1852.



PRINTED BY ORDER OF THE CITY COUNCIL.

BOSTON:

1852.

J. H. EASTBURN, CITY PRINTER.

A D D R E S S .

Gentlemen of the City Council:

IN undertaking to discharge the responsible trust, which by the favor of my fellow citizens has been assigned me, I feel a sincere distrust of my ability to meet their just expectations; but relying upon your aid and indulgence, I shall enter upon my duties with encouragement and hope. If I had not supposed that this was, essentially, a *business* office, I should not be here to-day, for I make no pretensions, and can bring no qualifications to it, other than such as a life devoted to business may have given me.

The City of Boston is a great Corporation, imposing certain duties upon its officers and servants, who are, by the provisions of its Charter, held strictly responsible for their doings under it. I know full well, that my office will impose upon me much hard work and many disagreeable duties — these therefore, I shall be prepared for. I am under no pledges to any persons or party, excepting, that of earnestly endeavoring to learn my duty, and to discharge it, to the best of my ability, without fear or favor.

Whatever the City Charter, the general laws, or the City ordinances authorise me to do, shall be done, and, nothing more *must*, nothing more *ought* to be expected of me. As I am, myself willing to be held, so I shall hold all over whom I may have any authority, strictly responsible for the faithful performance of their respective duties.

The Jail, and Alms House at Deer Island having been completed, it is not supposed that any extraordinary expenditures for any special purposes will be required during the

present year, and some reduction in the necessary current appropriations can undoubtedly, be made. These favorable circumstances will lead to a just expectation that the taxes assessed upon our citizens can be lessened, and thus meet the general desire, so often, and so naturally expressed by them.

The great enterprises in which our city has so long been engaged having been accomplished, it would seem to be a proper time to pause, ascertain how we stand, and husband our resources, so that we may be prepared for any emergency that may hereafter arise. I am sure, Gentlemen, that I shall have your co-operation in all judicious measures that may be proposed to ensure the greatest economy in the administration of the government, and that you will keep in mind, that, as in private, so in public affairs, small items of expense make up large aggregates.

It will not be expected that I should now speak minutely of the great interests and expenditures of the City, as no sufficient opportunity has yet been afforded me to understand them. It will be my duty to inform myself fully on these subjects, and in the language of the Charter, "to communicate from time to time, to the City Council, all such information and recommend all such measures, as may tend to the improvement of the finances, the police, health, security, comfort and ornament of the City."

With a firm reliance, Gentlemen, upon a kind Providence, without whose blessing all efforts will be vain, and throwing ourselves upon the indulgence of a generous constituency, who will always properly appreciate the honest endeavors of their public servants to perform their duty, let us do what we can to advance the welfare and secure the honor of our beloved City.

INAUGURAL ADDRESS
TO THE
ALDERMEN AND COMMON COUNCIL

BY
BENJAMIN SEAVER,

MAYOR OF THE CITY OF BOSTON.

JANUARY 3, 1853.



PUBLISHED BY ORDER OF THE CITY COUNCIL.

BOSTON:

1853.

J. H. EASTBURN, CITY PRINTER.

ADDRESS.

Gentlemen of the City Council:

It is my duty to communicate to you all the information in my power, in relation to the prominent interests of our City, I shall therefore proceed to do this in as brief a manner as possible. First, the

FINANCES.

The amount of the City Debt, on the 1st of May last, (the commencement of the present financial year,) was	- - - - -	\$1,901,456 44
There has been paid off, up to January 1, 1853	- - - - -	154,946 05
		<hr/>
		\$1,746,510 39
To which is to be added loans authorized for Public Lands, rebuilding Boylston School House, Paving Department, &c.,	-	178,150 00
		<hr/>
		\$1,919,660 39
Less to be paid off, between this and 1st of May next,	- - - - -	225,093 39
		<hr/>
		\$1,694,567 00
To which is to be added, to pay off the last item of \$225,093.39, a new loan for the deficiency in the means specifically appropriated for this object, say	- - - - -	135,443 00
		<hr/>
Making the total amount of debt 1st May, 1853	- - - - -	\$1,830,000 00
Being a nominal reduction of	- - - - -	71,456 44
		<hr/>
		\$1,901,456 44

Say One Million, Nine Hundred and One Thousand, Four Hundred and fifty-six dollars and forty-four cents.

This reduction will be lessened in consequence of some additional wants for Paving, Sewers, &c., before the close of the current year (1st May) to the extent, of, say \$50,000, leaving a *real* reduction of the debt, at the close of the present financial year, of 21,000 Dollars. To meet the above debt there is on hand, specially appropriated for that object, *Bonds, Notes and Mortgages*, amounting to \$1,007,689.27. One Million and Seven Thousand, Six Hundred and Eighty-nine Dollars and Twenty-seven cents, beside all the *Public Lands and other disposable property of the City*.

The cost of the Cochituate Water Works, including interest to the 1st of May next, will amount at that time to, say \$5,385,587.89, Five Million, Three Hundred and Eighty-five Thousand, Five Hundred and Eighty-seven Dollars and Eighty-nine cents, as will appear on reference to a report of the Committee on Finance, recently presented to the City Council. During the last year a favorable loan to the extent of £400,000 sterling has been made for the balance of the temporary water debt at 4½ per cent. per annum, payable in Twenty Years in London, payment for which has been arranged at an exchange of 10½ per cent. premium. Provision has thus been made for all the pecuniary wants of the City during the next financial year, and the Treasurer will have the means of anticipating a considerable portion of the permanent debt, if opportunity to do this should occur. It is with great satisfaction that I am permitted to say that the finances of the City were never in a better condition, and that its debt need give no anxiety whatever — the means for its extinction being ample.

It will probably be expedient to include in the tax to be assessed on the 1st of May next, the whole or a part of the deficiency of income from the Water Works, to pay the interest on the cost and for their extension and incidental expenses of carrying them on, which will amount in the next year to about \$120,000, say One Hundred and Twenty Thou-

sand Dollars, the former being estimated at 190,000 Dollars, and the latter at 270,000 Dollars.* Against this should be placed, all the water used in our School Houses and other Public Buildings, Fire Hydrants, Fountains, &c., for which no estimate is made. The value of this to the City is far greater than the estimated deficiency. The income from the Works is annually increasing, and a reasonable hope may be entertained that it will soon be fully adequate to meet the interest on the debt.

The activity in business which has happily prevailed during the past year, has led to some unexpected increase in our current expenditures, particularly at South and East Boston, by the acceptance, grading, and repairs of streets and public squares, but the growth of business in those places fully justifies these expenditures. The City will, ere long, realize a great addition to its taxable property by the highly honorable and advantageous enterprise, which prevails among the citizens in those sections. No proper expenditure should be withheld for the improvement of those important arms of the City.

PUBLIC LANDS.

The Public Lands upon the "Neck" belonging to the City of Boston, have always been considered an available resource for the extinguishment of the City Debt.

The estimated value of this property has varied at different periods and will continue, during seasons when speculation is rife, or depression paralyzes the business interests of the community, while much of it remains unimproved, to be subject to the fluctuations, incident to real estate without income.

* The estimated interest on the debt being 270,000 dollars, and cost of extension and incidental expenses 40,000, = 310,000 less income 190,000, leaves a deficiency of 120,000 dollars.

It should be the aim of that department of the City Government to which this important trust is committed, to systematize, and adopt such plans, having reference to the laying out and embellishment of the streets and squares, and the style and character of the buildings to be erected in the different locations, as will render the several portions of this territory desirable for those purposes to which they are adapted.

The importance of regulating the sale of Lands with the view of securing their improvement by a reduction in price in favor of builders, similar to that made by the Committee on Public Lands during a few years past, is now beginning to manifest itself on, and near, *Chester Square*, as well as in the vicinity of *Union Park*. It would seem important that this policy should be continued till the quantity of unimproved City Lands is much decreased, as the advantages to be obtained are two-fold. *First*, by effecting the sale of the Lands, and *Second*, by securing the residence within the limits of the City of those of our citizens who might otherwise become residents of adjoining towns.

The City owns between Harrison Avenue and Tremont Street, say one million four hundred and seventy-two thousand three hundred and forty square feet of Land, which is mostly divided into lots, all of which has been prepared, and is *immediately* available for building purposes. These lots, owing to the recent improvements in that vicinity, present favorable inducements to builders.

In addition to the above the City owns in South Bay, Southeast of Harrison Avenue: Building Lots, two-thirds of which have been filled to a high grade, 1,582,585 square feet. Wharf Lots, a small part of which

have been filled, - - - -	456,660	"	"
Docks, - - - - -	106,020	"	"
Reserved lots filled up, - - -	45,120	"	"

2,190,385 square feet.

Also, Northwest of Tremont Street, Land that the Water Power Company holds the right to flow, 340,500 square feet.

Unencumbered Lots,	-	-	-	-	731,093	"	"
Reserved Lots,	-	-	-	-	30,841	"	"
					<hr/>		
					1,102,434 square feet.		

Nearly two-thirds of which will require filling up to make it suitable for building purposes.

Making a total of	-	-	-	-	3,292,819 square feet.
Total amount of all the unsold Neck					
Land,	-	-	-	-	4,775,159 square feet.

The large tract situated outside of Harrison Avenue, embracing nearly *sixty-eight acres*, has been reclaimed from a stagnant marsh, by filling with gravel, under the contract with Mr. William Evans commenced in April, 1848, which will be soon sufficiently completed to be available for wharves and such mechanical purposes, for which this territory, from its location, is so well adapted.

The City owns a strip of land lying *Northwest of the Tremont Road*, which should receive the careful attention of those intrusted with its management, with the view of exerting such influences as may be necessary to secure the laying out of regular and uniform streets, and public grounds, over the whole of that area known as the *Back Bay Lands*, which are destined at some future time, to be occupied for dwelling houses and other purposes in common with the "Neck Lands."

The necessity of requiring the *grade* of all streets throughout that section to be of a height sufficient to secure good drainage, and ample protection from tide water in any event, cannot be over estimated.

For the purpose of ensuring the success of any well con-

ceived system for the management and sale of this large public interest, embracing not only the "Neck Lands," but those at South Boston, surrounding the various City Institutions, as well as some smaller lots in other parts of the City, it must be apparent to those who give the subject the attention its importance demands, that its managers should not be too frequently changed.

The power of sale, as well as the general authority over the lands is now, by an ordinance of the City, vested in a *Joint Committee of the City Council*, which is liable, owing to the frequent changes of its members,* to be constituted in such manner as would fail to combine much experience in its affairs and purposes and who must learn its details in addition to other duties, in the public service, perhaps to be superseded at the end of a year by others, with the same want of practical information on this subject.

To remedy this evil, which will suggest itself to every mind of business capacity, it would seem desirable to organize a Board of *Land Commissioners*, to consist of one or more of the members of each branch of the City Council, with five or seven members to be elected by the City Government from among the citizens at large.

This plan exists in the *Water Board*, and is believed to be of great practical utility in securing the continuance of a considerable portion of the Board from year to year, and thereby gaining the advantage of their experience in the management of the important interests connected with that department.

The Board of Visitors to the Lunatic Hospital is organized on this basis, and its successful management attests to the efficiency of the system.

The Board of Directors of the House of Correction has,

* But one member of the Committee of 1851, was re-elected and but *two* of that of 1852, will be members of the City Council of 1853.

under a late Act of the Legislature, been organized on this plan.

If it were deemed expedient to provide for rotation in office in this Board, it might be done as provided for in the 1st section of the Ordinance concerning the Water Board, which renders its members ineligible for more than five consecutive years.

It is believed that a degree of permanency in the policy likely to emanate from a Board who are retained in office long enough to be conversant with the details of their duties, would be highly advantageous to purchasers and builders, as well as to the City. And a result of the disposition of this property, would, I believe, be to realize a sum sufficient to *extinguish, or materially reduce, the City debt.*

Another of the advantages (before referred to) of the highest importance to the future welfare of those who are destined to occupy the Back Bay Lands, would be, in engaging the attention of this Board to the subject of laying out those lands so as to provide, in the first place, for a *grade* of sufficient height above the marsh level, to guard against imperfect drainage, and then to secure regular and uniform streets, with sufficient *Public Grounds* to render this territory desirable for residences.*

By proper management on the part of those who shall have sufficient time while in office, to unite with the other owners of those vacant lands in some well digested plan, having these objects in view, a result may be attained of great importance to the City, and the character, as well as the health of a large population, may be determined by the results of their efforts.

The Committee of the past year on Public Lands, have

* For a full statement of the evils growing out of building upon a territory situated similar to the above, see an able report by Alderman Rogers and Messrs. Chesbrough and Parrott, in City Document, No. 14, 1850, pp. 6 and 7.

prepared a full report of all the receipts and expenditures for this department, together with all that has been done from April, 1846, to January, 1853. This Report will show that the Committee have had arduous labors to perform, and that they have conducted them with much discretion and good judgment.

COCHITUATE WATER WORKS.

The Cochituate Water Board in their last Annual Report, and also on various other occasions the past year, have called the attention of the City Council to a subject which possesses as deep an interest to every water taker and tax payer in the City, as any which ever requires the action or notice of the Government; and that is, the *reckless*, and, I regret to say, *continually increasing wastefulness* in the use of the water, which seems to prevail almost universally. When the City adopted the plan of introducing a supply of water from Lake Cochituate, it was assumed, as sufficiently proved by the experience of other places, *that 28½ or at the most 30 gallons a day for each inhabitant*, would be ample for all *the public, domestic and manufacturing purposes* of the community, and therefore that seven and one quarter million gallons a day would not be probably required until the population amounted to two hundred and fifty thousand. The works were therefore constructed with reference to such a supply, and the present height of the dam at the Lake, and the size of the brick aqueduct and mains from Brookline Reservoir were adopted, for the purpose of conveying this quantity to the City, and for supplying every part of it, the high service as well as the low. It is still believed that the quantity thus assumed would be amply sufficient, if any *ordinary discretion were exercised in the use of the water*. A statement however of the number of gallons actually brought into the City and

used or wasted the last year, and the present, show *so enormous an excess above what was originally supposed* to be required, as almost to make it a subject for grave consideration to the City Council at this early period in the history of the works, to determine the best mode of remedying an actual deficiency of water, which must take place at no distant time, and which is felt to some extent in some parts of the City even now. By the Report of the Water Board for the year 1851, it appears there were used during that year a daily average of *six millions eight hundred and eighty-three thousand seven hundred and eighty-two gallons, being a daily supply of more than forty-nine gallons to each individual*, in a population of one hundred and forty thousand; more than *double* the quantity which had been deemed sufficient for the actual population in that year, and nearly as much as had been supposed sufficient for two hundred and fifty thousand inhabitants. Since the last year the number of water takers has increased about seven hundred and fifty, — the consumption, however, for the year, shows an increase entirely incommensurate therewith, and produces a conviction that the evil complained of is actually increasing. I understand from the President of the Water Board that it is now rendered almost *certain*, that the consumption the present year will be an average of *more than eight millions of gallons daily*, which is at the rate of *more than fifty-seven gallons to each inhabitant*, and 875,000 gallons over what was calculated to be a sufficient supply for a population of two hundred and fifty thousand. When it is understood that full one half of this amount is *absolutely and uselessly wasted*, one would think that a mere statement of the fact, and of its necessary consequences, might produce some relinquishment of practices directly opposed to the interests of *every* inhabitant of the City. These consequences have been frequently stated without much apparent effect, they are indeed sufficiently obvious,

and the Council may consider it reduced to a *certainty*, that *unless the existing waste can be prevented, in a very short time, either the supply of water, to a certain class of takers must be stopped, and the City be thereby deprived of a large portion of revenue, or another main must be laid to the Brookline Reservoir at a great expense.* If either mode is adopted, the water debt will be so much increased, or the income will be so much diminished, that we should feel but little encouragement in looking forward to a time when the water rates will be sufficient to meet the interest on the debt. In the Report of the Water Board of the last year, it was stated that one of the probable causes of waste was occasioned by the practice, more or less universal, of letting the water run from service pipes, for the purpose of preventing freezing during the night. This opinion appears to be confirmed by the experience of the present year. For while in every month of the year, except the present month, (December), there has been an increased consumption over the corresponding month of the last year, in *this month*, (December), it is *actually diminished*, which can only be accounted for by the remarkable difference of temperature which has prevailed during that month, the *present* year and the last, and the fact is farther proved by measurements which have been made for the purpose. It will be recollected that there have been but two nights the present month (December) when much apprehension could be felt of any injury likely to be occasioned by frost in the water pipes. On the second of those nights, the discharge from Brookline Reservoir, and consumption in the City, was measured accurately at the Reservoir in Brookline, and in the City, during the whole night, and the consumption, during that period, when in fact the use of the water for all *public, domestic and manufacturing purposes must have almost ceased*, was ascertained to be at the rate of more than *five millions* of gallons in twenty-four hours; the actual consumption, therefore, for *the day and night*, must have been

more than *nine millions of gallons*, whereas the average for the rest of the month was only about seven millions. This is, therefore, a great source of waste in the winter. There are a multitude of other sources of waste, however, *as illegal and unnecessary as this*. In fact, a *general carelessness and recklessness would seem to prevail*, arising undoubtedly in most cases from ignorance of the untoward consequences likely to result, if the use of the water is not restricted to its legitimate purposes. Some of these consequences have now again been stated, and I would *earnestly caution the City Council, and through it our fellow citizens, and every one who has the means and opportunity of enjoying the blessings which an abundant supply of pure water*, at so much cost, has furnished, that that supply though amply sufficient for all necessary or useful purposes, is of course limited to those purposes; and that both the *quantity* of water at the Lake, and the *means* of bringing it to the City are *entirely* inadequate to supply long, the present increasing and wasteful consumption of it.

I should feel that I had omitted an important duty, if I should close my remarks on this subject without adding, that the *warmest* thanks of the City Government and the citizens of Boston, are due to the gentlemen composing the Water Board, and *particularly* to its President, Thomas Wetmore, Esq., for his able and indefatigable labors and efforts in the oversight and management of this great interest. He cannot fail to receive, as he justly merits, the gratitude of the people of our City for these, and many other valuable services, gratuitously rendered them by him.

SCHOOLS.

Among the many great interests entrusted to the City Government, none are more valued and more cherished, than our system of *Public Instruction*.

We cherish our free Schools as an inheritance from our

fathers, and we foster them for the benefits they have conferred upon ourselves, and for the richer blessings they will bestow upon our children.

Our citizens have abundant reasons for feeling a just and manly pride in their Public Schools, and for continuing to give them a liberal support.

The improvement of the Schools has been the constant aim of the Government, and no measures have been adopted which will not, in the opinion of a large majority of its members, make them permanently better. In the management of this great public interest, the best course has been sought, and it is a fortunate circumstance that this has proved to be the cheapest in the actual current expenses.

At the present time, there are more than 22,000 children in actual attendance at these Schools, which were never in a more prosperous condition. The Teachers to whose care and instruction this large number of children is committed, are generally well qualified for their places, and are discharging their important duties in a satisfactory manner.

The gentlemen composing the School Committees, both Grammar and Primary, who have watched over the Schools during the year, and have discharged their responsible duties with much good judgment and fidelity, deserve the confidence and the thanks of the community.

The entire expenditure for this department of our municipal affairs, during the past financial year, ending the first of May last, amounted to \$297,810.77 — a large sum in the aggregate, but comparatively small when divided among so many pupils.

TRUANT CHILDREN.

The Act of the Legislature, "concerning Truant Children and Absentees from School," has been in successful operation for several months, and the reports of the officers appointed to execute the law, give encouraging accounts of their doings.

It is confidently believed that further experience will confirm its usefulness.

PUBLIC LIBRARY.

The Public Library gives promise of becoming one of the most useful and important institutions of the City. A board of Trustees for its management was constituted at the end of May last, and early in July they reported a plan for it, which was accepted by the City Council in August. This plan contemplated the establishment of the Library, for a time, in the lower story of the Mason Street School House; and the Building Committee, charged with preparing rooms there for the purpose of receiving it, have nearly fulfilled their duty. A Librarian has, also, been appointed, who has been diligently employed in making proper catalogues of the books already belonging to the City, so as to have them ready for general use and circulation. Meanwhile liberal and intelligent citizens have come to the assistance of an institution which seems to them full of good influences. Samuel Appleton, Esq., James Brown, Esq., the Hon. Jonathan Phillips, the Hon. Francis C. Gray, and others, have recently made important donations to it, and these, with the means provided by the City, have enabled the Trustees to prepare for opening the Library, so soon as the walls of its rooms are sufficiently dry, and the first purchases of books are completed and put in order for use. This is the plan originally suggested by the Trustees, with such resources as were then at their command; and it is the plan they still propose to carry into effect at the outset.

But while they were in the midst of their arrangements for this purpose, I unexpectedly received, in October, a letter from Joshua Bates, Esq., of London, — who began in this City a mercantile career which has raised him to so much distinction, and whose kindness of heart does not permit him to forget the associations of his youth, — offering to give the

munificent sum of Fifty Thousand dollars to purchase books for the Library, if the City will erect a becoming building to receive it, and to receive and accommodate suitably those who may wish to use it. This offer the City Council at once gratefully accepted and then referred the whole matter to the Trustees of the Library, instructing them to report such measures as it may be suitable to adopt in order to give full effect to a provision so generous. Their Report, as it involves, in part, suggestions for erecting a building and for carrying forward the Library on a scale more ample than was at first contemplated, has not yet been made. But, as it is well understood, that both Mr. Bates and the gentlemen in whose hands the subject is now placed are desirous to fulfil his intentions as soon as possible, I feel sure that there will be no delay but such as is inevitable.

I congratulate my fellow citizens on so auspicious a commencement of this important undertaking. It seems to me to be the crowning glory of our system of public instruction, and to become such by offering to all, after they have left our free schools, such free means of farther culture as have not heretofore been provided for them, and from the want of which many among us have not risen to the condition in life they might otherwise have attained. That our Municipal authorities will faithfully do their part in this great work I do not doubt; nor do I doubt that our opulent, far-seeing and public-spirited citizens will imitate Mr. Bates's noble example, and co-operate in an undertaking which will do honor to all who aid its progress, and which, like our Free Schools, will go on, from generation to generation, producing more and more beneficent effects on the character and condition of this whole community.

LUNATIC HOSPITAL.

That most interesting and useful Institution the *Lunatic*

Hospital, has given renewed evidence of its importance under the admirable supervision of its officers and Board of Visitors.

It had on the 30th of November last, 107 Male, and 187 Female Patients, who are as well cared for and made as comfortable as the nature of their unfortunate condition will permit.

The expenditures for its support have been made with a remarkable economy which reflects great credit upon the Board.

For a full and detailed account of the Institution I refer you to the very able reports of the Superintendent and Board of Visitors, the latter bears the *fullest* testimony to the faithfulness and ability of Doct. Walker, and the subordinate officers under him, and will be read with great interest and profit. Much painful embarrassment has been experienced the last year that so many pressing applications for admission to the Hospital have, necessarily, been refused for want of accommodation — this has been particularly the case in the *female* department which has been so crowded that it has been impossible to admit any new patients since 1851, excepting to fill the vacancies of those discharged. Some speedy remedy for this sad state of things ought to be adopted. The Board of Visitors, after the most mature consideration, have come to the conclusion, as no enlargement of the present building can be made, which will be at all satisfactory, to recommend that a *new* Hospital be erected in some suitable location within a convenient distance from the City, and that no time should be lost in taking preliminary measures to accomplish this object, so desirable and necessary.

I *entirely* and *fully* concur in the views of the Board of Visitors — and I *am sure* that the citizens of Boston will cordially approve of any judicious expenditure for this object, which furnishes the only means that can be used for alleviating the most dreadful of all human maladies,

with which God, in his wisdom, sees fit to afflict so many families.

The *Dedham Farm*, (as it is called,) owned by the City, comprising 55 acres, lying upon the Providence Railroad, pleasantly situated on the Neponset River, quite remote from any considerable number of dwelling houses, and within fifteen to twenty minutes ride by the cars, from the Depot in this City, seems to me to offer many advantages for the institution. I trust that the Report of the Board of Visitors will be read with attention, and that some *speedy* and *efficient* action on the subject may be taken.

HOUSES OF INDUSTRY AND REFORMATION.

I am happy to state, that these Institutions are in an excellent condition, and are conducted in a very satisfactory manner, by an able and efficient Board of Directors, selected and appointed by the City Council. Here the aged and the young, the sick and the infirm, are provided for in a manner corresponding with the well known benevolent reputation of this community.

The number of inmates in the House of Industry is 1300 ; a little more than half of this number are provided for at South Boston, the remainder at Deer Island.

The number of Boys in the House of Reformation is 85.

A fact of no little interest and importance may be stated in this connection, which is, that, among the poor now supported in our Institution, *not over One Hundred have a legal settlement in Boston.*

It remains to be seen how the measures adopted by the last Legislature of this Commonwealth, in respect to the support of paupers, having no legal settlement in any city or town in this State, will affect the policy of the Government of this City in relation to the support of those who may require eleemosynary aid.

There are connected with these Institutions five schools, in which are taught the useful and important branches of Education, by experienced and competent male and female teachers, whose labors have been attended with very satisfactory results.

The condition of the young has ever been, and I trust will ever continue to be, an object of the deepest interest to the people of our City, — and every measure calculated to protect them from the fatal influences of indolence and vice, and secure to them the benefits of judicious training, and a good education, will always engage my cheerful coöperation and support.

HOUSE OF CORRECTION.

By an ordinance of the City, passed in 1845, it was provided that the Board of Visitors of the Boston Lunatic Hospital, should consist of seven persons, including one Alderman and one member of the Common Council, — previous to that time they were all members of the City Government. By the election of a Board mainly from the citizens at large, a degree of permanency is given to it, and the interests of the City have thus, doubtless been promoted.

In the last election of Directors of the House of Industry, their number was increased by the choice of one member from each branch of the City Government. The Statutes of the Commonwealth also have been altered, increasing the number of Overseers of the House of Correction — in which Board, also, both branches of the Government are represented.

This Institution has been under the charge of its present master since 1833. By the rules of the Overseers, it is visited weekly by a Sub-Committee, and monthly by the full Board, each of whom give it a thorough examination. All purchases are made by, or under the direction of, a monthly Committee.

It is believed that the discipline of the Institution is unsurpassed.

The large increase of the inmates imperatively demanded the erection of a new work-shop and chapel. By an appropriation for that purpose, a good substantial building is now nearly completed, and will soon be ready for occupancy. The chapel will comfortably accommodate more than double the number who are now crowded in the present one, while the work-shop will afford employment for fifty per cent. more workmen.

Upon the termination of the present contracts for the labor of the prisoners, it is to be hoped a better remuneration may be received from the same.

The Committals for the year past have been 1103, (720 males and 383 females), of whom more than two-thirds—say 756, are foreigners. It is a melancholy fact, that of the males, just one fifth, equal to 144, were of the age of 20 and under, and one-eighth, equal to 48, also of the females. May it not be a reasonable hope that the recent statute provisions and ordinances of the City regarding truant children, will tend to reduce, somewhat, so large an amount of juvenile crime?

The health of the prisoners is very good; only nine persons (by a late Report) being in the hospital, and who were mostly doing well.

Among the means for the moral improvement of the females, is a Sunday School, the teachers of which are eminently deserving of commendation for their unwearied and faithful labors. One of these devoted persons has been engaged in the service since its establishment, some fifteen years since.

DEER ISLAND ESTABLISHMENT.

The new building on Deer Island has not yet been fully occupied. From several causes the state of things in relation to emigration has changed materially during the past two

years — a better class of emigrants arrive here than formerly, and the number has also been considerably diminished. The enactment of the last legislature in relation to foreign paupers, will, it is hoped, and expected, relieve the City from the care and custody of a large number of this class. These changes, which could not have been foreseen by our predecessors, have caused many persons to think that the large expenditures there were injudicious, and that it is inexpedient to occupy the new building until the effect of the new State law referred to is seen.

When we remember that our *best* considered plans and measures require to be looked upon with an indulgent eye, we should be slow to censure our predecessors, because all their doings do not meet our entire approval — it is more just to believe that they acted from the best light obtainable at the time, and were governed by pure motives. Let us rather dwell upon the successful measures adopted by them ; — then, we shall see a large balance in favor of their good judgment and discretion, reflecting and conferring great honor and prosperity upon our City.

I cannot omit to say, that as a citizen of Boston, I feel under the strongest obligations to those gentlemen from the citizens at large who have given their time and attention gratuitously to the management and oversight of our public institutions. In this feeling I am confident there will be a general participation throughout the city.

PAVING AND INTERNAL HEALTH.

The annual expenditures for these objects have been very large, amounting in the last two years, for the first named, (which includes also repairs and grading of streets,) to \$344,068.36, and for the latter, to \$148,391.26.

The disbursement of these large sums is made by the Superintendent of Streets, and it is impossible for the

Committee upon these subjects, to exercise that constant control and vigilance over them that is necessary to insure the greatest economy. However faithful and efficient the Superintendent may be, his duties are too numerous and onerous to enable him to discharge them satisfactorily to himself even, and it is obvious that the expenditures for these purposes, are too large to be in the hands of any one person. I recommend, therefore, that these departments be separated and placed under the supervision of two officers.

SEWERS AND DRAINS.

For the most effectual drainage of that section of the City, south of the Worcester Railroad, which formerly drained into the Back Bay, there has been expended during the years 1850, 1851 and 1852, the sum of \$29,697.53. This includes the cost of constructing the main culvert on Tremont Street between Castle Street and Northampton Street, thence through Dover Street to low water mark under South Boston Bridge.

During the past season the Northerly section of the Back Bay drainage, so called, has been completed, with the exception of the connection with tide waters at Charles River, and some few lateral branches. The main culvert commences on Tremont Street, and extends through Church Street, crossing the Public Garden, and the Mill Dam, thence through Beaver Street to River Street. The amount thus far expended on this section has been about sixteen thousand dollars. The connection at Charles River will be made as early in the spring as the season will admit, and then this desirable improvement, so long in contemplation, will have been in the main, completed, and the drainage of more than *sixteen hundred houses will have been diverted from the Back Bay to tide waters.*

This department of the City Government is under the

charge of a most faithful, vigilant and intelligent head, whose attention to the duties of his office deserve warm approbation.

FIRE DEPARTMENT.

The Fire Department at the present time is under the direction of a Chief and nine Assistant Engineers, and consists of ten engines, to which are attached two hose carriages each, and all necessary apparatus; six hydrant companies, with two hose carriages to each, and having the average of 1800 feet of hose to each company; three hook and ladder carriages, with all the necessary apparatus which is required for this branch of the Department, and a force of five hundred men distributed as follows: to each engine company, thirty-six men; each hydrant company, sixteen men, and the hook and ladder companies, twenty-four, eighteen and twelve men each, respectively.

There are in the service of the Department about twenty-one thousand feet of leading hose, and all necessary apparatus which the duties of the department require.

Ten years since the means of obtaining water for the extinguishment of fires were limited, compared with those of the present time; then there were only about fifty reservoirs where water could then be obtained, beside the recourse to tide water. Now we have one hundred and thirty-three reservoirs, and more than eleven hundred hydrants, which in more than half of the fires that occur, are each equal to the force of an engine.

There is, in addition to the regular Department, and stationed at the Fourth Section, East Boston, a hose carriage with three hundred feet of hose, ready at all times in case of fire in that Section, to be used by the men employed in a large manufacturing establishment in the immediate vicinity; and there are four engines kept in reserve. One of these engines will be immediately stationed under City Hall with an efficient company, and another will be put in service as

soon as a suitable location can be obtained. It is believed that the present Fire Department is prompt and efficient, and fully equal in the proper discharge of their duties, to the same number of men of any department organized under the different systems which have hitherto prevailed in the City, and, that in *order* and *discipline*, the Department is in a satisfactory state.

I recommend that such alterations as experience may suggest, be made in the present Ordinances, so as to give more satisfaction to the members of the Department, and without prejudice to the interests of the City.

The Telegraphic Fire Alarms, it is believed, will answer their purpose satisfactorily, but will require a vigilant supervision to prevent mistakes and omissions to give alarms.

POLICE AND WATCH.

By the Charter and Rules of the City Council the Mayor is made the head of the *Police and Watch Departments*. It has been my duty therefore to observe closely their operation, and after an experience of twelve months, I am obliged to say, that the present system is unsatisfactory. The Annual Expenses of these departments have been steadily increasing without a corresponding increase in efficiency.

In the financial years from 1st of May to 1st of May each year, the expenses of the Police and Watch was, say

					Police.	Watch.
1846-47,	-	-	-	-	18,979.51	59,040.24
1847-48,	-	-	-	-	29,292.68	60,076.45
1848-49,	-	-	-	-	37,015.68	67,600.28
1849-50,	-	-	-	-	41,822.49	77,779.72
1850-51,	-	-	-	-	38,294.26	86,606.28
1851-52,	-	-	-	-	49,737.69	95,645.86
1852-53.	Present year will be about,				40,000.00	87,000.00

Some reforms have been adopted during the past year and the expenses, as will be seen, somewhat reduced, but much remains to be done, to make these important departments what they should be. It is but justice to say, that in general the men composing them, are faithful and vigilant.

I beg leave particularly, to refer you to an interesting report to the last City Council by the Joint Committee on Ordinances, in which this subject is thoroughly and judiciously treated. I trust that this document will be carefully read and considered. If you should think proper to refer this subject to a Committee, I should be glad of an opportunity to propose some plan for consideration.

BURIALS IN THE CITY.

The practice of interments of the dead within the limits of the City has been a subject of anxiety for several years past, and I think the time has arrived when the question should be seriously considered as to what measures are proper to be taken to prohibit it.

Many intelligent medical gentlemen are of opinion, that the public health demands such prohibition, and it has been hoped that the increasing disposition among the citizens to provide burial lots in the vicinity of the City, will, at no very distant day, lead to the discontinuance of this practice. Within a distance of four to six miles, Cemeteries are established embracing 400 to 500 acres — space enough to bury the dead for a very long period, in which family lots of 300 feet, for prices varying from \$25 to \$140, and single graves, from two or three, to twelve dollars, may be obtained.

The subject has, I am aware, many difficulties, but I trust that some measures may be adopted to remove the evil without too great an infringement on private rights, or the wounding of private feelings.

LAMPS.

Attention has been given by the Committee of the last Board of Mayor and Aldermen upon this subject, with a view to adopt a more systematic and efficient plan of street lighting; and also increasing the number of Lamps in our streets, which it is believed would be productive of much benefit, by preventing crime, and make it safe to diminish somewhat the number of watchmen.

PUBLIC GARDEN, COMMON, ETC.

The City has resumed possession of the Public Garden, and I recommend that a reasonable appropriation be made for its improvement, so that it may be made ornamental and creditable to the City.

The Common and Public Squares, so conducive to the health and beauty of our City, will demand more and more attention every year. The large number of *trees* in these grounds, and in the public streets, require constant attention, and I am sure that any necessary expenditure for their preservation will be approved by our citizens. During the last year, several *Oak and Walnut* trees have been added to the variety, with a reasonable hope that they will be found to succeed.

I have thus, Gentlemen, given you such facts and views in relation to the municipal affairs of our City, as I deem to be important, and in conclusion, have only to add, that the interesting and impressive ceremonies which have just been observed, should impress our minds strongly, with the solemn obligations imposed upon us to do all we can for the improvement of the "finances, police, health, cleanliness, comfort, and ornament of our beloved City." Let us be grateful to a kind Providence which has hitherto so signally watched over its destinies, and so abundantly blessed it, and let our ardent prayers ascend to Heaven, that its prosperity and glory may be long continued.

ADDRESS

DELIVERED BY

HON. BENJAMIN SEAVER,

MAYOR OF THE CITY,

TO

THE BOARD OF ALDERMEN,

ON THE

OCCASION OF HIS RETIRING FROM OFFICE,

DECEMBER 31, 1853.



PRINTED BY ORDER OF THE BOARD.

BOSTON :

1853.

J. H. EASTBURN, CITY PRINTER.

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A D D R E S S.

Gentlemen of the Board of Aldermen:

I RETURN you my heartfelt thanks for the vote you have just passed, and especially for your constant co-operation and support in discharge of the onerous and multiplied duties of my office. In all our daily intercourse I cannot recall a single unkind word, or even an unkind expression toward me, from any one of its members — your urbanity and courtesy have been unvaried, and have largely contributed to lighten the often oppressive burdens which the faithful performance of the duties of this office has imposed upon me. For all these, I feel oppressed by a sense of indebtedness to you, both individually and collectively, which I have not the ability fully to discharge. I desire, also, to make my acknowledgments to the members of the other branch of the City Council, for the courtesy which they have extended to me. The only regret I feel in my retirement from office, is caused by the recollection that my association with so many gentlemen, whom I respect and esteem, is now to be dissolved, but I shall, however, always recur to the period of our connection with pleasure and satisfaction. As this is the last opportunity I shall have of addressing you officially, I shall take the liberty to allude briefly to some of the doings of the Board, and also of the City Council, during the past two years in which I have had the honor, by the favor of my fellow citizens, to hold this office. I consider this due, not only to you, but to myself and the people of Boston, whose public servants we have been, as to many of them, however intelligent, no

opportunity can be afforded of knowing much of the precise condition of our municipal affairs, or the reasons and motives which govern our decisions, unless indeed, they devote more time, and investigation, to the various subjects than is consistent with their private pursuits. I beg leave, in advance, explicitly to say, that whatever of merit or of praise there may be in any thing which has been done for the general prosperity of our city, I award a large share of it to you; indeed, gentlemen, without your aid and concurrence, as well as of the other branch of the City Council, I could have done but little. Without further remark, I proceed to speak of the action of the City Government upon some few of the great interests of our city, during the period above mentioned, and, *First*, its *Finances*, a subject of great importance always, to all corporations, municipal or otherwise, who are under any indebtedness. Two years ago, a *large temporary* debt existed for the Cochituate Water Works, which it was very desirable to place *permanently* for long periods, in order to avoid the inconvenience and loss certain to arise from being compelled to meet its payment at short periods, whatever might happen to the general condition of money affairs. Availing ourselves of the favorable state of things in this respect in Europe, the Committee on Finance, in April, 1852, sent one of their members, a gentleman highly qualified for the mission, to London, with authority to negotiate a loan of one million of dollars, which was effected at a very satisfactory rate, [$4\frac{1}{2}$ per cent. per annum] redeemable in twenty years in London. Shortly afterward, one million more was negotiated on the same terms, and during the present year, the City Council authorized, on my suggestion, a further loan to the extent of 600,000 dollars, to meet, in part, large payments amounting to about 900,000 dollars, falling due in this and the ensuing financial year, contracted for the Faneuil Hall Market House; — this was also effected on the same favorable terms, redeem-

able in London, in twenty-five years. Beside the foregoing, some other considerable loans have been authorized and made with parties in Cuba, and Germany, by the issue of five per cent. *dollar bonds*, redeemable here in from five to thirty years, which have been placed at from 1 to 4½ per cent. premium, according to the time. The advantages of these transactions have been fully realized, and have saved a vast amount in interest, and enabled the Treasurer, not only to meet all due demands upon the City, but also to anticipate the payment of considerable sums before maturity, without a resort to temporary loans. The Report of the Committee on the Reduction of the City Debt, just presented, will give all the necessary details on this subject, to which I beg leave to refer you. It is sufficient for my present purpose only further to say, that no City or State in the Union, has ever made so advantageous loans, and none enjoys, at this moment, a credit so enviable. The confidence reposed in the good faith and responsibility of our City is well founded, and nothing but mismanagement and imprudence on the part of its Municipal Government will shake this confidence, and prevent its continuance. The next subject to which I wish now to call attention, is the *Public Lands*. In my Inaugural Address, a year ago, I recommended that this large interest should be placed in the charge of a *Board of Commissioners*. The reason therein assigned for this measure met the approval of the City Council, and was adopted. The Board have just presented their first report, which gives a clear and concise account of that large property, showing its great importance, and giving reason for the most favorable expectations of its judicious management, under the care of the able and competent gentlemen composing the commission.

The Public Schools. During the past two years, many improvements have been made conducive to economy and efficiency in conducting them, and those best informed on

the subject, are of the opinion that they were never before accomplishing so much good.

The *Paving and Internal Health Department* have been separated and placed under the supervision of two officers, in accordance with my recommendation, and experience, thus far, has demonstrated the great advantages of the change. It has produced a more strict accountability, and ensured a more prompt attention to these necessary and important branches of Municipal Government. The City has been fortunate in securing the services of two most excellent and faithful officers at the head of these departments, leaving nothing to be desired in this respect. The general condition of our *paving, streets, &c.*, has had the closest attention of the Committees on those subjects, and they are in a satisfactory condition. Many nuisances, injurious to the public health, have been discovered, and the Committee on Internal Health have forthwith caused them to be abated. During the present month, in consultation with that able officer, the City Physician, I offered to the Board for adoption, a system of sanitary measures, and of instructions to the police to be immediately put in force, as a measure of prudence in view of the apprehension of the cholera. This system will, if fully carried out, enable our successors to discover and remove all those dangers to the public health, which always exist in large cities, unless the greatest vigilance is observed.

Large additions have been made to the *Street Lamps*, agreeably to my suggestion a year ago. The following statement will show the past and present condition of this department, viz.: —

	GAS.	OIL.	WHOLE NO.
Lamps lighted Dec. 1851,	1,198	1,316	2,514
“ “ “ 1853,	2,002	1,040	3,042
viz.: Gas Lamps in E. B.,	156		
“ “ “ S. B.,	122		
“ “ “ City,	1,724		
	<hr/> 2,002		

Gas lamps increased, 804 — $67\frac{1}{2}$ per cent.

Oil lamps decreased, 276 — 21 per cent. nearly.

In December, 1851, there were 21 gas lamps in East Boston, there are now 156.

In December, 1851, there were 80 gas lamps in South Boston, there are now 122.

Among other subjects of interest that have had the attention of the Board is that of *Burials within the limits of the City*; an order was adopted, in accordance with my recommendation, prohibiting interments of the dead after the first of July last, in tombs in certain burial grounds and under churches, and although some exceptions, in particular cases have been made to this order, it gives me pleasure to say that there is reason to believe that the measure is approved by our citizens generally, and leads to the expectation that, before long, the evil, whatever it may be, of burials within the City, will be entirely removed.

Soon after I came into office, in 1852, I called the renewed attention of the City Council to the establishment of a *Public Library*, in aid of the efforts of my immediate and respected predecessor to this end, who had also shown his interest in it, by the gift of a considerable sum of money. This communication led to vigorous measures on the part of the City Council, by which the Hon. Edward Everett, George Ticknor, Esq., Dr. N. B. Shurtleff, and other distinguished citizens, were induced to give their efficient labors in its behalf. The able Report, from the pen of the two first-named gentlemen, was transmitted by me to Mr. Bates, and, it is believed, led that liberal minded gentleman to make his munificent proposal. Much labor and time have been bestowed by the Board of Trustees and the Committee on the subject, and, I doubt not, that the City will be able to retain the services of the present efficient Trustees until a building, upon the site purchased for it, shall be completed, and the Library fully established. In such hands it cannot fail to

realize the most sanguine hopes of its friends, and become an institution of great usefulness, honorable alike to our City, and to those who have so generously given it pecuniary aid. But, gentlemen, there is one subject which interests me more than any other, and to which I felt it to be my imperative duty, specially to recommend to the favorable consideration of the City Council, in my address a year ago, and which the experience of another year so impresses me with its importance, I shall be pardoned for now referring to it. I allude to the necessity of providing additional and better accommodations for the *Insane Poor*. The number of patients at our Hospital is constantly much larger than it ought to be, and many most distressing cases are continually brought to our knowledge, which we have been compelled to reject. Insanity among the poorer classes is, if possible, more dreadful than among the affluent; the latter can be provided for, so far as pecuniary means can do it; but not so with the poor. I have had respectable, hardy, and industrious men, apply to me for admission for their wives and mothers to the Hospital, whose hard earnings had been used, and whose time, by day and by night, had been given to the care and custody of these afflicted ones, and when informed that we could not relieve them from the charge, the manly tears have flowed down their honest faces, and they seemed to be in despair. But I am happy, however, to be able to say that *something* has been accomplished towards supplying this pressing want. Information has been obtained—many gentlemen of the City Council are now much interested in the subject—the fact of the need for further immediate accommodations has been declared by a Resolve, recently adopted by both branches of the Council, and some plans are now in progress for the consummation of the object. I have not spoken so fully upon this subject, because I suppose we can not do any thing to aid the object, except in a private capacity as citizens, but in the hope that it may have some proper

influence on our successors. I have now discharged my duty in regard to it, and the responsibility devolves upon others. I cannot, and will not, doubt that they will fully and promptly meet the responsibility.

In the *Watch and Police Departments* some improvements have been introduced during the past two years, and it is believed that they are now in as satisfactory a condition as they can be under the present separate system. The *Police Department* is conducted with efficiency by its able Chief and his Deputies, who are assiduous and faithful in the discharge of their duties, which are performed quietly and without unnecessary display. In recommending an increase in the street lamps, I had in view a reduction of the Watch, but as I have felt unwilling that any discharges should be made at this season of the year, I have delayed calling your attention to the subject. I think that a diminution of twenty-five or thirty men next spring would be perfectly safe, which would lessen the expense of this department about *ten thousand dollars*; and a further gradual reduction might thereafter be found expedient.

I wish particularly to refer to the law entitled "*An Act concerning the Manufacture and Sale of Spirituous or Intoxicating Liquors*," to show how unfounded and groundless have been the charges often made by respectable persons against the Board of Mayor and Aldermen in relation to this subject. Previous to the passage of the law above mentioned, a large majority of the Board considered it to be expedient to exercise the authority vested in them in the former statute, to grant licenses for the sale of intoxicating liquors to innholders and others, which appeared to them to be the only way in which its unlimited sale by improper persons could be diminished, or controlled. Licenses were granted to fifty victuallers, and ninety-one innholders, one hundred and forty-one in all, to sell for use on the premises — to two hundred and sixty-one retailers, to sell to carry away; in all,

four hundred and sixty-one. Beside these, a considerable number of druggists and apothecaries were licensed to sell for medicinal and mechanical purposes. A much larger number of applications were refused altogether. Instructions were immediately given to the Watch and Police to complain of all persons who sold without a license, and, forthwith, more than one hundred cases were presented to the Grand Jury, nearly all of which were tried and the parties convicted. No sales, by those licensed, were made on the Sabbath, and there was every reason to believe that the objectionable "tippling shops" could have been closed, if the law under which the Board then acted, had not been repealed; but the new law went into operation, and the Board could only resort to that, for the suppression of the traffic. It was charged upon the Board, that by granting these licenses it *nullified* the existing law. At the time they were granted the *old* law was in force, and the Board therefore only carried into effect its intentions and provisions. How could it nullify a law which did not then exist, and the passage of which was extremely doubtful? Such was the state of things when the present law was enacted, a law which, in the language of Governor Boutwell, who on one day vetoed, and within five days thereafter approved it, "*contains new principles of legislation, and was of doubtful expediency.*" Under such circumstances, what was the proper course for this Board to pursue in reference to the duties, if any, that it imposed upon it? Whatever those duties, when ascertained, might be, it was the determination of the Board to discharge them without fear or favor. How then could the Board understand what these duties were, but to apply to its able legal adviser? This was done immediately after the law went into effect, and not a single duty which, by the opinion of that officer, was imposed upon the Board, was avoided or attempted to be avoided; subsequently (in the present year) the opinion of the acting Solicitor was again requested in the following words, viz.:

“whether there has been any legislation or decision of the Courts, modifying the duties of the Mayor and Aldermen, under the Act concerning the Manufacture and Sale of Spirituous or Intoxicating Liquors, passed on the 22d of May, 1852, since the date of the opinion of the City Solicitor, on the 31st of August, 1852.” In answer to the above, the acting Solicitor gave an elaborate opinion which was concurred in by Mr. Sidney Bartlett, and Mr. George S. Hillard, who say, that “they have examined the analysis of the Act concerning the Manufacture and Sale of Spirituous and Intoxicating Liquors, drawn up by Mr. Rogers, and his views of its construction, and of the duties imposed by its terms on the Mayor and Aldermen of cities, and, are of opinion, that the same are fully and accurately stated.” In that opinion, the acting Solicitor says,—“I beg leave to state that the provisions of said Act remain unchanged, and that he is not aware of any decision of the Courts which affects the question of the duties of the Mayor and Aldermen in the premises.” In the first opinion by Mr. Booth, he says,—“It is to be remarked, that the execution of this law, except in the appointment and qualification of agents to sell and manufacture liquors, devolves, in the first instance, on the citizens at large, and not on any constituted authorities.” Mr. Rogers, the acting Solicitor, states as follows, viz.:—“By the eighth section, it is declared to be the duty of the Mayor and Aldermen to commence an action in behalf of the City, against any person guilty of a violation of any of the provisions of this Act, on being informed of the same, and being furnished with reasonable proof of the fact. It is manifest, that the proof which is to be furnished to the Mayor and Aldermen, as the basis of their action, must be such as to satisfy them, not only that the offence alleged has been committed, but that it can be legally proved in Court. And, as Mr. Booth very properly suggests, it would be well that the information given to the Mayor and Aldermen should be in

writing, and be accompanied with a full statement of all the evidence relied on to prove the violation of the law, and the names and residences of the witnesses by whom the facts can be proved. Until such information is given, and such proof furnished to the Mayor and Aldermen as the Act requires, the terms of this section impose no duty upon the Board to commence a prosecution against any person guilty of a violation of its provisions." The Board have, at all times, been ready to receive and hear complaints under the said section of the law, but up to this present hour none have been made. Much complaint has been made that the Board has not "*executed the law*." Such complainants forget that this "requires courts, constables, witnesses, and jurors." Why, then, charge the Mayor and Aldermen with neglect of duty, for not assuming the functions of all these offices? All the Board can do, must be done under, and in accordance with the law, as it cannot be presumed that any persons, however zealous for its execution, desire the Mayor and Aldermen to attempt by violence, or Lynch law, to carry out its provisions. Every known duty which the present statute imposes upon this Board, has been fully performed. What more can be asked, what more can be expected by any reasonable man? I submit these questions to the candid, fair minded citizens of Boston, and abide their answer. It cannot be supposed that any persons are so unreasonable as to complain of the Mayor and Aldermen that the law is complicated, "*contains new principles of legislation—is of doubtful expediency*." The Legislature and its friends, who aided its enactment, are alone responsible for these.

I might refer to many other subjects of less importance, which have had the attention of the Board during the last two years, such as ornamenting the Common and other Public Grounds, &c., which, I believe, have given general satisfaction, but it is not the proper time, nor is it necessary, to

go into any detail in regard to these, as what has been done in this respect is, I presume, well known to all.

It affords me the highest pleasure, to be able to say, that the general condition of our city, in a *moral* point of view, is very satisfactory; good order prevails to a remarkable degree, comparing favorably, in this respect, with any city in the country. This is shown by the records of our courts, and by the quiet of our streets. It is not, however, denied that there is a great amount of depravity and crime existing here, but these are to be expected in any large city. Happily there is another side to this account, which should be distinctly stated by all who wish to deal fairly with the subject, viz: *the daily good deeds performed by all classes of our people—the poor as well as the rich—these will be found to be in a much greater ratio than the crimes.* There are no statistics of the good deeds daily performed—no figures to show this, as in the opposite case, but no man can doubt the fact, who gives the slightest attention to the subject. It is but fair, therefore, to say, that *good deeds* are the general rule among us, and *crime* the exception.

All unwarranted and false statements, injurious to the business or character of our city, ought to be discountenanced and rebuked by all good citizens. Gentlemen, I have had painful experience, that no man can discharge the duties of this office, fearlessly and faithfully, without incurring the displeasure of many intelligent and respectable persons, whose private interests or plans may be thwarted, or their particular views on any subject disappointed, by the course which may be honestly pursued by its incumbent. This displeasure will be manifested by factious opposition, tending to unsettle the confidence of many persons in him, who are not well informed in relation to the facts in such cases. This course of action has a tendency to deter high minded men from accepting the office, and I therefore respectfully make these sug-

gestions as worthy the consideration of all who have at heart the welfare of the City.

Before closing my remarks, I wish to repeat that I impute to myself but a humble share in whatever has been praiseworthy and useful in the doings of the Government, and I regret, therefore, that it seemed necessary that I should so often speak of my own part in them. And now, gentlemen, with a consciousness that I have, "to the best of my ability and understanding," devoted all my time and efforts for the promotion of the welfare of our City, I retire from this office with far more pleasure than I experienced when I entered it. Against this consciousness, a re-election by the unanimous vote of my fellow citizens would, in my view, have been as nothing.

I trust that it will not be considered presumptuous in me, to adopt, in conclusion, the language of a distinguished and venerable predecessor,* yet living in the enjoyment of health, and of all his remarkable powers of mind — *honored* and *honorable*, — "Whatever errors have been committed, and doubtless there have been many — have you found in me any thing selfish, any thing personal, any thing mercenary?"

* Address of Hon. Josiah Quincy, to the Board of Aldermen, on his retirement from office in January, 1829.

INAUGURAL ADDRESS

DELIVERED BY

HON. J. V. C. SMITH,
MAYOR,

TO THE

CITY COUNCIL OF BOSTON,

JANUARY 16, 1854.



BOSTON:
1854.

J. H. EASTBURN, CITY PRINTER.

ADDRESS.

Gentlemen of the City Council :

HAVING been selected by our fellow citizens to act in various capacities in the public service, the first inquiry that naturally presents itself, is to ascertain the precise nature and extent of our duties, and then proceed to the discharge of them, with discretion, energy and firmness of purpose.

In assuming a position so entirely new, beset with cares and perplexities, unlike those to which I have been accustomed, your indulgence and earnest co-operation will be the more necessary, that we may all be enabled to meet the just expectations of those who have confided their highest civil interests to our hands.

It is not my province to comment upon the official labors of our predecessors, beyond the general proposition, that each successive City Council, from the commencement of the present form of municipal organization, has embraced men of distinguished ability, whose endeavors to advance the prosperity of Boston, illustrates the pages of its history.

We are now to take upon ourselves the responsibilities from which they have been relieved, and I shall proceed without further preliminary remarks, to the consideration of those subjects which will hereafter, in some measure, become prominent topics for deliberation.

It is admitted that a debt of imposing magnitude rests upon our City, but from the repeated representations of those who are presumed to be acquainted with all its bearings, I am led to believe that the burden may be easily borne, and without any serious embarrassment, by a cautious and exact

system of management. Nevertheless sound policy dictates that such a course of prudent measures should be adopted at the beginning of our stewardship, as shall tend to diminish, rather than to add to its weight.

From some cause, or combination of circumstances, the taxes have been gradually increasing, and the fact cannot be concealed, that an anxiety is generally manifested to understand how it happens, while the population and revenues of the City have been steadily augmenting. We must make the effort to keep the annual expenditures within the income, to meet the reasonable expectations of our constituents. A strict and inflexible plan of accountability, as applicable to each and every disbursing officer, where any imperfection is discoverable in that respect, should be forthwith instituted.

Every individual who gives his time exclusively to the City, deserves a proper recompense, proportioned always to his position and the qualifications required. Competent persons in every instance, should be impartially selected, and then well supported. There is infinitely more lost, than saved, by not offering in connection with an office, sufficient emolument to command the best talents and preparation for all places in the gift of the City. Neither proxies or supernumeraries are required. The appropriate functions of every office must be discharged by the incumbent, himself.

There are several subjects of a special nature, intimately interwoven with the future prospects and developments of Boston, which this opportunity is favorable for presenting.

I. THE PUBLIC LANDS.

It has been fearlessly asserted by gentlemen whose opinions are entitled to marked respect, that the prices at which the City have held the public lands, have uniformly ranged above their true marketable value.

This circumstance, according to their theory, has led to the improvement of all the neighboring towns, while exten-

sive tracts in the southern section of the City still remain unimproved, and consequently unproductive.

There is no impropriety in holding out such inducements to those wishing to become purchasers, as are calculated to inspire them with confidence,—carefully guarding against the grasping aspirations of mere speculators. A large population have accommodated themselves just upon the borders of the City, who doubtless would have preferred to remain in town. While all their business relations and transactions are in Boston, they contribute but sparingly and indirectly towards the support of those facilities by which they accumulate fortunes.

It is not essential that more than one per cent. of the purchase money be paid down. Enterprising men with limited means, are prevented from entering into negotiations for land on account of being unable to build, after making a payment of ten per cent., which not unfrequently absorbs all the ready money at their control. By the erection of structures of a stipulated character, and dimensions, the security would be ample, when the deed was given.

By pursuing an entirely new and liberal policy, equally secure and more advantageous to the City, I am persuaded that extensive sales would follow, and a gratifying impulse be given, where there is nothing now but a wide waste of neglected territory.

Give the purchaser of City lots an opportunity to thrive, by asking of him an interest upon his purchase of five per cent. only per annum, and the public lands will find a ready sale. Under such auspices, the amounts accruing from interest and taxable property thus brought into being, would soon commence flowing steadily and uninterruptedly into the treasury, from sources heretofore contemplated, never fully realized.

All the public lands are exceedingly valuable, if properly cared for by the City Government aided by the counsel of

the Land Commissioners. They have in past times been triumphantly referred to as a choice reserved fund for ultimately cancelling a debt of millions, by the easiest imaginable process. Still, the debt has been uninterruptedly enlarging, while the annual sales seem not to have been appropriated in a manner to be viewed as a relief. Proceed in the same manner a few years longer, and a well grounded apprehension may be entertained, that a magnificent property is in absolute danger of being frittered away, without essentially contributing to the specific object for which it has been held in reserve.

I trust it will be pardonable in me to dwell thus forcibly upon a subject that is of immense importance to the welfare of Boston.

At the South Bay, the outlay has been quite large, to prepare the land for occupancy, without actually finishing any part of the contemplated improvements. If it shall be deemed wise that measures be immediately adopted for completing the wharves, which I regard as the first proper step, I shall recommend that they be forthwith leased at auction for periods of from five to ten years, subject to taxation, and thus opening another prospect of revenue. At the expiration of such leases the property would return to the City with enhanced value. Another effect of these improvements, would be to extend population in that direction, where there are now neither shops, dwellings, nor conveniences of any description.

Past experience proves that it is not best to drive hard bargains with those desiring to become customers. On the contrary, a reasonable extension of encouragement stimulates to industry, and directly contributes to the advantage of the whole community.

A misunderstanding between the contractor for filling the South Basin, and the City Authorities, has very unfortunately brought about a suspension of the work. If thus left, in-

complete, all that has been paid in furtherance of the undertaking, is unprofitably expended. City litigations rarely terminate very satisfactorily, and when a citizen constitutes one of the parties, they should, if possible, be avoided.

Measures having been already taken with a view to the removal of the public institutions at South Boston, to some other place, a large and eligible section of land is prospectively presented for residences, and it will devolve upon the City Council to take action in reference to that matter.

In June last, the commissioners on Boston Harbor, in behalf of the Commonwealth, made a proposal to the late City Government, the acceptance of which would have added nearly eleven acres to the west of the Public Garden. I understand the conditions to be altogether favorable in the new form in which they may hereafter be presented.

From the proximity of the Back Bay to the most valuable part of the City, it would be gratifying to have the whole of it within our jurisdiction. As a measure of progress, I respectfully suggest that it might be well to apply to the Legislature, the present session, to mature a plan for laying it out to conform to the general scheme for beautifying and adorning the public grounds in that vicinity.

Streets and squares are to be multiplied with the growth of the City, while those in use, cannot with any show of propriety be diminished in number, while the public health is held to be the first element of prosperity.

I am bold to declare my conviction that a sale of the Public Garden would be a calamity. While other cities at home and abroad are striving to open extensive grounds for the express purpose of giving stability to the public health, it would redound to our lasting misfortune, in a sanitary point of view, to dispose of that most charming spot, the delight of a large proportion of the citizens, at least, and certainly the admiration of all intelligent strangers of taste. There is no immediate necessity for doing so; and as the value of the

property is losing nothing by being at rest, we should be satisfied to leave it to our successors a century hence, to determine what disposition shall be made of the rarest gem, next to the Common, in the possession of any municipality in the United States.

II. PUBLIC STREETS.

No feasible opportunity for widening narrow thoroughfares should pass unimproved, in the centres of increasing traffic, even if accomplished at a heavy expense. We are not to legislate exclusively for this generation, but also for succeeding multitudes, destined to traverse these identical streets, hundreds of years to come, and inhale the fresh, invigorating, life-preserving air, in the same beautiful squares and openings which were provided by those who preceded us. Reference, therefore, is to be had to the advancing future, rather than confining ourselves to the exigencies of to-day.

Whenever new streets are laid out, a sufficient sewerage, gas and water pipes could at once be permanently placed, with service tubes branching off at right angles under the sidewalk, to be paid for pro rata, by builders, as they are needed. Thousands upon thousands of dollars could be thus saved yearly, that are now worse than wasted, by the bad practice of frequently tearing up the pavements.

I beg to present for your consideration in this connection, the expediency of choosing a board to whom may be referred the whole matter of laying out new, and widening old and inconveniently narrow streets.

Boston is in the infancy of its commercial and industrial greatness. Some of the principal avenues already need widening, to accommodate the influx of busy humanity. Tremont Street is one of them. When Harrison Avenue is continued northerly, Washington Street opened into Hanover, and Friend into Union, — changes which another age may achieve, corresponding improvements may be anticipated

in other directions, no less beneficial to the moving masses of beings who will throng them.

III. FUTURE PROSPECTS OF THE CITY.

Through the numerous railroad communications with the interior, it is morally certain that the business activity and wealth of the City will increase many fold in the life time of many who are listening to this address. The agricultural riches of the far off West, at this moment are choking up every line of conveyance, it being impossible to transport the continually accumulating products as fast as they arrive for transit to the ocean.

Such being the fact now, what may not be anticipated in the next five and twenty years, when the harvests of those same productive regions shall be more than quadrupled?

All this is calculated to enhance the activity of Boston, incalculably beyond any thing belonging to its present stirring activity.

When the Troy and Greenfield Railroad is completed, by tunnelling the Hoosac Mountain, the noblest and grandest enterprise ever proposed for the glory and advancement of the State, a shorter, less elevated and more direct route will open to the waving fields beyond the Hudson, to swell the commerce of this Metropolis in a manner not to be estimated in dollars, all of which will be brought about without injuring or interfering with any other road or corporation. Even then, with the facilities of a new line through northern Massachusetts, there will be more business than all of them can do; and Boston must rise in mercantile importance, and necessarily extend its maritime relations, to keep pace with a sure and unfailing influx of capital, individual enterprise and intelligence.

IV. PUBLIC SCHOOLS.

No relaxation in the plan of public instruction is likely to obtain, while entrusted to a committee of enlightened citi-

zens. Let us continue to improve and sustain the Schools in that spirit of generosity which reflects the highest praise on the wisdom of our forefathers.

Instructors of children lead a life of confinement and anxiety, for which they deserve no stinted compensation. Those in Grammar Schools have had their reasonable claims recognized, and why not grant the same boon to teachers of the Primary and Intermediate Schools? They are quietly toiling in obscure apartments, giving the first lessons to their little pupils in virtue, morality, and useful knowledge.

A feeling is daily gaining ground, that a High School for girls is due to the people, which cannot be readily winked out of sight. A cogent objection to having one, in the minds of those who have reflected upon the subject, is this, viz., that no one School can be so located, as to accommodate the whole City. Whether there shall be a High School for girls, will depend upon you. Certain it is that the education of females must correspond to that of the other sex, or they can be neither suitable companions or equals.

Wherever female education is elevated and thorough, men are refined, intelligent and patriotic. Lower the standard of female education, and the whole fabric of society will suffer a marked deterioration in manners and morality.

With this sentiment, the whole subject is left for future inquiry and consideration.

V. PUBLIC INSTITUTIONS.

Each and every institution belonging to the City, will require a searching examination. If they are judiciously conducted, the closer the inspection, the more honorable for those in charge of them. Their internal administration, discipline and outgoes, together with the fitness of those in custody of them, will suffer nothing from official scrutiny, where no abuses exist.

The pauper establishment at Deer Island will come in for a share of vigilant oversight. It has been contemplated in the light of a prodigious mistake by some, both on account of its unfavorable location, and the enormous expenditures attending the erection of the principal edifice, independent of the cost of a daily maintenance. 'So perfect are the domestic conveniences, and such the reputation of that celebrated station, that many strongly believe that pauperism, through its agency is actually invited to Boston. There is a current impression also, not to be concealed, that a complicated and unnecessarily expensive supervision exists at Deer Island, which might be advantageously simplified.

VI. WATER AND FIRE DEPARTMENTS.

Both the Water Works and the Fire Department claim your watchful attention. If the price of water can be safely reduced to a lower rate, the inhabitants have a claim to the favor. A high tariff of prices, beyond the pecuniary ability of the mass of consumers, should be avoided if practicable. Neither institutions or manufacturing establishments without the limits of the City, ought to be furnished with that essential element, to the deprivation of the citizens, for whom it was designed.

No division of sentiment is to be apprehended respecting the urgency of placing the Fire Department in a condition for every emergency. Lofty warehouses are multiplying, and improvements, therefore, in apparatus, are called to meet the contingencies of conflagrations in a different form.

Steam fire-engines, if they are found to equal the reputation they sustain elsewhere, are needed here. On account of the difficulty of concentrating forces at East Boston, in consequence of the intervention of a ferry, that portion of the City should be provided with the best and latest invention for subduing fires.

Boston may safely challenge the world to produce a parallel to the Fire Telegraph. It is a triumph of science, made subservient to man, in giving him timely warning to defend himself against the destructive agency of fire. It is a glory, too, that the application of electricity to a perfect system of fire alarms, originated in the mind of a native born citizen, Dr. William F. Channing.

VII. CITY CHARTER.

There are considerations worthy of your investigation, touching the expediency of applying to the Legislature for some alterations in the charter, having reference to municipal improvements and economy. Whenever the inhabitants of Boston are authorized to elect aldermen by wards, they will be more satisfactorily represented. Their duties are arduous, while the service is gratuitous. As counsellors of the Mayor, and for actual labor performed, they place the citizens under peculiar obligations.

Another topic, not to be overlooked, requires legislative leave, if it shall be favorably entertained. Were the Mayor and Aldermen authorized, discretionarily, to impose labor on the public works, upon convicts of the House of Correction, and thus expose them to the gaze of their acquaintances, under circumstances so disgraceful, it would have a direct tendency to prevent the perpetration of crimes. Repeatedly, the subjects of that prison have purposely offended against the laws, for the sole object of securing a comfortable residence through an inclement season, where they were sure of being fed and clothed at the public expense.

VIII. POLICE AND WATCH.

The proposition for the re-organization of the police and watch has been long agitated. Two distinct bodies are alternately guarding the lives and property of the citizens, while

one is quite sufficient. These two forces are at the mercy of the appointing power, liable to instantaneous dismissal, through prejudice or the gratification of a whim, however meritorious, — and a case might occur, when the members of those departments would not dare to exercise the inalienable privileges of a freeman at the polls, for fear of calling down the vengeance of the executive. Besides it is unsafe as a precedent, in a city like Boston, to place several hundred men, thus circumstanced, at the free disposal of the chief magistrate, who, under some unforeseen combination of circumstances, might insult and overawe those whom they were appointed to protect.

To obviate this difficulty, were an independent board elected annually by the people, one from each of the twelve wards, under the name of Commissioners of Police, on whom the selection of police officers should devolve, subject to the confirmation of the Mayor and Aldermen, many embarrassments surrounding the old system, which is very objectionable, would at once pass away. This would require leave of the Legislature. The chief, the principal executive officer of the board, should be nominated and confirmed in the customary manner.

Objections may be arrayed against disturbing an ancient and very awkward system, because a few persons might possibly lose employment, who have no other reliable income. Those possessing the strongest claims on the score of character, efficiency, and experience, could not conveniently be spared.

IX. QUINCY MARKET.

Allow me to suggest an alteration of the Quincy Market, with a view to a profitable investment and increased revenue, without running any pecuniary hazard. By elevating the roof, and adding one, if not two additional stories, very many excellent apartments could readily be prepared for rent,

possessing extraordinary facilities, in the centre of activity. The second story, by the simple construction of flights of stairs, would almost double the capacity of the market, in the increase of stalls for the sale of fruits and vegetables, and which would possess eminent advantages. If there is no desire to sell the property, a safer disposition could hardly be proposed.

X. LUNATIC HOSPITAL.

The claims of mercy in behalf of the insane poor at South Boston, cannot be delayed much longer, without aggravating their melancholy condition. More ample accommodations are to be sought in a new edifice, and not in their present habitation.

XI. CITY IMPROVEMENTS.

All enterprises, however originating, clearly calculated to advance the prosperity of Boston, may be safely countenanced, when they do not conflict with reserved rights. We shall be justified in pursuing a generous course towards those who are developing new plans that promise good results, without being called upon to surrender a single interest.

Boston cannot safely, it must not, be allowed to stand still. If it does not progress, it will inevitably begin to exhibit an apathy and the gloomy features of decay. Progress is the leading doctrine of the day, and I heartily subscribe to the principles it inculcates and upholds.

The Metropolitan Railroad is one of the new things presenting itself for consideration and approval. There is room enough for a double track in many streets, without interfering or interrupting ordinary travel. In a short time, it would be hailed as an improvement quite indispensable to comfort. Avoiding contracted, crowded thoroughfares, and permitting the rails to be placed only where no inconvenience is to be anticipated, before many months, all the theo-

retical objections brought against that easy, cheap mode of conveyance, would die away and be forgotten.

A modification of the charter of the company is indicated before any favors are granted. The City cannot, and ought not if it could, to relinquish the right to remove the rails at any moment, if they fail to answer general expectation, or become a dangerous nuisance.

Again, — a precaution is necessary to preclude the possibility of giving adjacent towns and cities a claim to come over the streets of Boston in cars, on a rail track, should the City, at some after period, decide to remove the rails for valid and well grounded reasons.

XII. PATRONAGE OF LABOR.

Thousands of industrious laborers reside in our midst, whose straitened circumstances oblige them to seek employment under disadvantages. I frankly acknowledge myself favorable to enterprises in the City, which will make labor in demand. The construction of a new, beautiful and broad avenue to South Boston, is a cherished idea in certain quarters. Should it be realized, and circumstances warrant the seasonable commencement, the project will confer a peculiar blessing upon out-door laborers, and keep many a family happy and comfortably together, whose necessities in a compact city, can hardly be comprehended by the affluent. In the employment of mechanics, it is praiseworthy on the part of the Heads of Departments, to give out work as far as practicable, in the districts where the service may be required. Small as the patronage may be, it would nevertheless be gratefully received, and often afford important relief.

XIII. ANNEXATION.

We are frequently hearing of preliminary attempts at annexation to Boston, from bordering cities, and uniformly the

press and the people appear to be thoroughly convinced, that by enlarging the territorial dimensions of the City, an impulse would be given to its character and influence, not otherwise attainable.

Without sufficient territory, how can the population be increased, commensurate with the ambition of its ardent friends? Under these circumstances, it would not compromise the dignity of the City Government, I conceive, to inquire upon what terms our neighbors would be willing to unite their destiny with ours.

XIV. EXECUTION OF LAWS.

Among other grave circumstances belonging to our new relations, we have individually sworn allegiance to this Commonwealth. If any of its laws are oppressive, or contrary to the exercise of the inherent rights and privileges of the sovereign people, let them go at once to the Legislature in the majesty of their strength, and demand a repeal. We have nothing to say or to do, respecting the constitutionality or the unconstitutionality of any enactments of the General Court.

It is our unquestionable duty to have them respected and executed. In this, however, we are to proceed with extreme caution, even when no clouds of doubt surround the subject, and never, under any pressure or contingencies, unadvisedly.

When one law is disregarded, another may be set aside upon the same principle, with equal impunity. Thus the bands of civil society would be sundered, and reputation, property, and even life, be at the mercy of incendiaries, thieves, robbers, and murderers.

Through a long succession of years, Boston has been distinguished for a love of order and good government; and for the honor of the age in which we live, may that fair fame be transmitted, unimpaired, to posterity, that all the people may exclaim in the fulness of hope, — *God save the Metropolis of Massachusetts.*

ADDRESS

DELIVERED BY

HON. J. V. C. SMITH,
MAYOR,

TO THE

CITY COUNCIL OF BOSTON,

JANUARY 1, 1855.



BOSTON :
1855.

J. H. EASTBURN, CITY PRINTER.

ADDRESS.

Gentlemen of the City Council:

IN commencing another municipal year, those of you who are familiar with the ordinary details of public business, appreciate the responsibilities of the positions assigned us by our fellow citizens.

Well directed intentions are not always satisfactory to the public. Activity may be denounced as over-doing, while an unwillingness to move unadvisedly is quite as frequently censured, in some directions, for downright obstinacy to the behests of a misrepresented constituency. By firmness, however, and discreet promptitude, no common interests are likely to be overlooked, essential to the advancement and honor of the City of Boston.

With these preliminary reflections, the occasion is a proper one for spreading before you a chart of the prominent subjects, that to some extent will present [them]? for future deliberation.

The sources of prosperity and the causes operating disadvantageously for the full development of a City of extensive commercial relations, whose institutions are characteristic of the benevolence, foresight and free spirit of our ancestors, with whom they originated, are topics of no every day concern, for those who are selected for the express purpose of watching and directing them to a still higher destiny.

Within its narrow limits, Boston contains the elements of peculiar thrift. Its privileges and comforts have been pro-

vided at a heavy expense, yet they are indispensable to an orderly, refined population, and must, of necessity, hereafter be maintained. If, from negligence, the Schools in which the youth are trained to habits of industry, and prepared to assume in turn, the guardianship of trusts confided to our care, are allowed to deteriorate, or any privilege on which society places a real value, should be overlooked for want of means in this wealthy community, the result would be exceedingly disastrous.

An excellent flow of water from the country, distributed to nearly every dwelling, is both a convenience and a luxury, not to be enjoyed for nothing. A free, rapid intercourse with the interior, through the facilities of numerous railroads, radiating in all directions, together with a regular steam communication with Europe, has given a grand impulse to Boston, and additional advantages as a place of residence, and to retain the trade, increase its riches, on which depends a capacity for enlarging the sphere of human happiness within our immediate circle; the means of maintaining the stability of things as they are, and at the same time securing the perpetuity of whatever is most desirable, large expenditures of money must follow.

The solid foundations on which the future prosperity of Boston rests, are the intelligence of the citizens, their enterprise and good government. Any departure from a line of policy recognising these truths, would prove a dangerous experiment.

There are certain preparations and movements to be instituted after the present organization is completed, for carrying forward several propositions that took their rise with your predecessors. Each and all of them are strictly of a public nature, and belong to a scheme of progress marked out and assiduously nurtured by those who have borne their share in the burden of carrying them forward, suffered the odium or participated in the applause bestowed upon indefat-

igable perseverance, according to the workings of the public sentiment.

To meet the exactions upon the Treasury, the first care should be to secure a reliable revenue from rents and investments of the public property, without being oppressive; and in the next place look for an income for diminishing the ponderosity of the City debt, from a steady, regular, uninterrupted sale of such portions and parcels of vacant lands as may be spared, without detriment to the general advantage of the whole. With these remarks, I shall now proceed to speak exclusively of subjects of a local interest.

THE PUBLIC LANDS.

Notwithstanding the urgency of an appeal, the past season, to place the wide waste of public lands in a more available condition to invite purchasers, a whole year has passed away, leaving very nearly the same quantity on hand, which the City possessed twelve months ago. The extent of the domain lying utterly waste, deserves your first consideration.

Speculators would be glad to take possession of large tracts for the purpose of a profit, without troubling themselves to enhance the value by the erection of buildings. They ought to be kept at a distance. On the other hand, mechanics of limited means, who have not the potent faculty of establishing a large credit on small resources, have a direct claim to indulgence beyond all others.

By their accumulative industry, they raise the value of the territory around, by their pioneering sagacity in furnishing economical tenements, the multiplication of which were never yet equal to the demand on the outer borders.

Too much friction is perceptible in the present circuitous method of effecting sales, invariably operating disadvantageously for all parties. Gentlemen of sound judgment, long since advanced an opinion that, had the unimproved lands on the Neck been given away twenty years ago, to persons

pledged to build, the City would have gained incalculably by the scheme. The months roll on with no marked alteration. There they are, thousands upon thousands of feet, barren, sunken, gloomy reservoirs for the accumulation of offensive nuisances, where stately edifices will hereafter rise in beauty and grandeur.

It was strongly recommended to the late City Council to offer those lands on a long credit, at five per cent. interest, which would relieve builders from an acknowledged hardship, in making annual payments of ten per cent. on the cost, with an interest of six per cent. while lumber, brick, lime and other materials were both scarce and dear. This proposition, to a favorable degree, would have met the emergency, and an increase of taxable property followed. An order passed both branches of the City Council, and was sent to the Board of Land Commissioners, authorizing sales on those conditions, but from some unexplained reasons, not an inch of land was marketed on those terms. It was provided that a building should be raised within a specified period — a bond given for a deed, on final payment — the pay-day being sufficiently remote.

Under these circumstances, I feel reluctantly compelled to say that my views in regard to the importance of this measure, are not changed. On the score of public economy you would be justified in proposing easier terms. Many ambitious mechanics have felt obliged to leave the City for the want of a proper theatre for exhibiting their productive activity. They would be gratified to return, were inducements offered, by removing the onerous taboo that places the lands beyond the aspirations of a young man, whose wealth is deposited in an honest heart and a pair of willing hands.

What is the City but a gigantic corporation, whose vitality must be sustained by drawing sustenance directly from the residents? Then do away with all cumbersome machinery in transactions with them, and not acquire the unenviable

reputation of being a mill to grind customers to powder. Abolish, therefore, the Land Board, as a first step in the right direction, because it has failed to meet cherished expectations. No blame is to be attached to gentlemen who have kindly served in the capacity of Commissioners, but in the system itself, which is too complicated, and too slow in its movements.

Authorize a Joint Standing Committee to hold stated monthly auction sales of the whole group of South End lots. It would diffuse life into that region of forsaken nakedness. Insist upon the erection of structures, of some description, within reasonable periods;—but sell them, for what they will bring, to the best bidder. In the interim, the Superintendent of Public Lands, an officer abundantly competent, and familiar with his duties, might be conducting another class of sales in the usual manner.

These remarks on the South End lands, apply with equal pertinency to those at South Boston, or indeed, wherever found. Put the latter also into market, and speedily, too, that the present generation may reap the advantages. Those theoretical speculations on the laws of probability, in reference to what may possibly come to pass, if the public lands are thus thrown in quantities before the people, ought not to be entertained. Rather than temporize any longer in a matter requiring prudent decision, give the whole away upon the Agrarian principle, with a moral certainty of some income at last, from assessments on the valuation, in the keeping of new proprietors.

Another tract, of large dimensions, known as the South Bay, if possible, has been more neglected than all the rest. A controversy between the City and the contractor for filling the basin, has been an expensive misunderstanding. Happily the vexatious question was settled the past week. Early in March, operations are to be recommenced for completing the long contemplated plan. Spacious streets may be laid

out forthwith over the whole, without completing the levels, and by dividing the rough acres into lots, and selling at auction, unembarrassed by restrictions, just as fast as they can be put in readiness, a gratifying income might be realized, to the relief of taxation, even while the work is progressing.

Neither have my views undergone a change since I had the honor to present them on a former occasion, in respect to the expediency of keeping the Public Garden, open and free from all encumbrances. Posterity will thank you, and those of your successors, who oppose the occasional popular expression in favor of selling, or covering portions of that splendid area with houses. It is just beginning to be ornamental, and appreciated on account of the beneficial influence such a magnificent square must have on the general health. By diminishing the width, a main feature of its beauty would be destroyed. After ages will assuredly execrate any such contracted disposition of that lovely and inviting spot. Surely there are higher objects in life than dollars, to carry onward the good name and fame of the City of Boston. May no narrow show of economy in financial arrangements deprive us of the fresh atmosphere we were born to breathe, nor the doctrines of utilitarianism induce us to sell the birthright of human beings to the genial influence of air and the light of heaven.

Real estate throughout the City depreciates or rises in value in a ratio corresponding with the augmentation of squares, diversified scenery, waving foliage, inviting walks and leaping fountains. They delight the eye, refine the taste, and invite strangers in pursuit of business and pleasure. Neither sell, no, nor mar the Public Garden.

Should a successful negotiation be effected with the Commonwealth, for the conveyance of about thirty acres, west of the line of the Garden, abundant territory will thus be provided for building purposes, either public or private. As a hope is entertained that certain claims of the City to a por-

tion of the spacious field for improvement in that direction may be sustained, no final settlement has yet been concluded with the State Commissioners.

PUBLIC BUILDINGS.

A public library has become a permanent institution. Of its diffusive benefits, there can be no conflicting opinions. The more spacious the proposed edifice, the larger will be the collection upon its shelves. A Board of Commissioners, composed of gentlemen of literary and architectural judgment, have had confided to them the responsibility of providing a suitable edifice for the precious treasures of knowledge which are rapidly accumulating.

QUINCY MARKET.

By disposing of that much prized estate, not unfrequently agitated, it would go into the possession of proprietors competent to manage it far more profitably than the City, provided no alterations take place superior to the present manner of farming out the stalls. Were it sold under restrictions not to be used as a market, the closing of the doors would in no perceptible degree reduce the price of provisions. The dearness of food is due to other causes than what is denominated the market monopoly, over which the civil authorities have no control. Consumers are increasing, but the producers, by the cultivation of the soil, in New England particularly, are diminishing. The large farms in the vicinity, that formerly sent an abundance of produce to Boston, are rapidly being subdivided into cottage lots.

In January last it was intimated to the City Council, that by adding two stories to Quincy Market, two purposes would be gained worthy of consideration. First, a profitable investment; and secondly, gaining facilities for a vast increase of business.

Responsible parties are ready to lease the premises, and carry out the improvements at their own expense. Let the City do it, if done at all, and have the benefit. A widening of the market house, by taking a strip out of the northerly side of South Market street, cannot be accomplished, to my apprehension. Any expectations, therefore, of that kind, must be relinquished.

In July next, all the leases expire by limitation. Anticipatory of that event, preparations with reference to elevating the roofs and completing the alterations seasonably, might be commenced. No dog-in-the-manger policy will be satisfactory to the citizens. Either do this great thing ourselves, or permit others, who would thank us for the privilege.

By occupying the second story for vegetables, including fruits, and perhaps butter and cheese, made accessible by several flights of stairs, the whole of the first floor could then be given up for meats, thus immensely relieving the pressure, and enlarging the capacity of the market. The third story for counting rooms, agencies and offices would rent advantageously; while the fourth, exclusively given for the accommodation of military companies, could not fail of being superior to any other position in the City, for their armories.

With ample length of passage-way for marching exercises, undisturbed by inclemencies of the weather, the rotunda in the centre offers unsurpassed conveniences for drilling a whole regiment, completely under cover.

Were two more stories put upon the Register of Probate Building, the Water Board, City Solicitor, City Engineer, and some other officers, could be admirably located, for whom the City is now paying dear office rents, at inconvenient distances from the City Hall. The sums paid out in a single year in this manner, would nearly suffice for the alterations.

MARKET ORDINANCE.

Complaints, various and loud, against certain market regulations, perhaps not clearly understood, are common. The charge is this, that the stall keepers are unprincipled monopolists, and prices are kept up, through their immediate instrumentality.

Those who offer produce, of their own raising, have the right of vending it in every street, throughout the City, without interruption, and even within prescribed market limits, in market hours. The obnoxious ordinance, as it is denominated, was intended simply to keep professed speculators from the ground which they are prone to occupy, permanently, as fine stands for trade, rent free.

Successive committees, after a patient investigation, have uniformly reported in favor of sustaining the existing regulations. On the contrary, after diligent inquiry, I am decidedly in favor of free trade in marketing, by repealing all and every restriction upon the freest distribution of human food, wherever those having it for sale, choose to offer it to the people, subject only to that police oversight which shall prevent and punish frauds, prohibit unwholesome articles, and protect each and all in the lawful pursuit of buying, selling, and getting gain.

Further, I beg to ask your early attention to the necessity of building a shed market house at South Boston, another at East Boston, and a third in the middle of Washington street, where it has the greatest breadth, somewhere not far from Shawmut and Franklin squares. Give the country farmers a place to be sheltered, and in this particular, copy other cities, and the problem will soon be solved, whether the exorbitant price of provisions is chargeable to ourselves, to others, or the circumstances of the times. Occupants of the Quincy Market are wronged in being accused of keeping up high prices and monopolising the necessities of life. By

their skill, cash capital, and personal attentions, they have made the reputation of this far celebrated market. They are to be met and treated as gentlemen, and not driven out because a pound of beef is not sold for sixpence. To collect fortunes is the ruling ambition in other callings, and the more of them who succeed in doing so, the better market we shall have. If their rents are too low, raise them, and they will determine whether they can afford to remain. But let them not be aspersed because ordinary produce, like every thing else, costs more than formerly.

As the stores under Faneuil Hall, formerly occupied as a market, are rented with a proviso, that they are to be relinquished by the tenants, on six months' notice from the City, it is worth while to consider the expediency of restoring them to their original purpose. Nothing would be sacrificed in rent certainly; and it is altogether probable that by increasing market facilities, supplies would increase. Because the City has not had room enough of that description, private markets are numerous and remunerative.

LUNATIC HOSPITAL.

Imperative necessity, based on the never to be denied claims of the unfortunate, calls distinctly for amelioration of the insane poor. They are literally packed at South Boston. More room is absolutely required as one of the curative means; and more and better apartments, with a wider outdoor range. Committees have not succeeded in fixing upon a place in the country, which is not objectionable on some accounts. Either the purchase of ample grounds have been thought too expensive, too remote, or liable to a heavy taxation, which would lead to ultimate dissatisfaction.

After mature consideration, having examined several proposed localities for a new lunatic hospital, I believe that Deer Island is superior to them all. Being accessible by land or water, healthful, elevated, and unsurpassed for

variety and beauty of marine prospect, no further explorations seem advisable. The House of Correction will be removed there soon, where there is ample territory. .

New York has a similar establishment on an island, and particularly prized from that circumstance — walls and stockades, no inconsiderable item, in surrounding the quantity of land that is required for exercise, horticulture and other conveniences, are unnecessary. The medical profession, and the friends of humanity generally, and certainly those who are doomed to pay the bills, would arrive at the same conclusion, were they to give the subject an impartial examination.

The City Government is entertaining the expectation of running a steamboat, hereafter, to Deer Island, and abandoning sails altogether. The State wishes to participate in the expense, for the sake of carrying supplies to Rainsford Island; and a third partner is offered, solicitous of securing a regular conveyance, several times a day, where a bold enterprise is contemplated within the embrace of our magnificent harbor.

A short bridge of boats, any section of which might be almost instantly floated out by the tide, for the passage of the few vessels that enter the narrow strait on the north, separating the island from Chelsea, would give a clear carriage way of an hour's ride, from the City Hall to the institutions. Owning the land within our own jurisdiction, and discovering that no valid objections can be raised against it for the purpose here proposed, economy, that last and clinching argument, ought to decide the question forever—that Deer Island is the place to build a lunatic hospital for the insane poor.

FIRE TELEGRAPH.

Of the efficiency and perfection of that curious apparatus, there is no diversity of sentiment. It is lodged, however, badly, in the third story of the City Building, in a room too

small, poorly lighted, and worse ventilated. Lastly, this marvellous machinery, a scientific sentinel that never sleeps, but gives us seasonable notice of approaching danger, adjoins a stable, and therefore always in jeopardy from fires, to sudden destruction. The wires radiating from that centre are too much exposed, from a variety of causes, to derangement. Were an estate procured somewhere near the State House, and a tower raised in the yard, of sufficient altitude for commanding an extensive view of the town, having properly constructed apartments within, the contingencies alluded to would be avoided. The wires would be safer, the batteries less cramped, and in addition to all this, the Engineers of the Fire Department might there keep their office and records. The remainder of the property—a house for example—would not be injured as a dwelling, or made objectionable by reason of the tower.

FIRE DEPARTMENT.

Composed of efficient, orderly, indomitably resolute men, their success is eminently satisfactory. Their fearlessness and indefatigable labors to save life and property, commands the homage of admiration. They are restive, however, under the weight of an ordinance that deprives them of the humble privilege of meeting together at the engine houses for the transaction of affairs strictly appertaining to their arduous profession. Firemen are free citizens, legal voters, and contributors to the support of our institutions. Why not grant them a boon so reasonable? Military companies meet at pleasure at their armories, unmolested. Surely the rights of one are as important as the other, and are entitled to our respect and attention. Both stand between us and our enemies. With the consent, always, of the Engineers, their very proper request, it strikes me, should be granted.

POLICE.

Since the new organization, the universal meed of praise has uniformly been awarded the department. It is com-

posed of men whose moral and physical qualifications are undoubted. Discreet, kind, powerful, and yet merciful, no alterations are required to make it better in its general features.

STREETS.

Crooked, narrow thoroughfares are a misfortune to Boston, entailed upon it altogether by accident. One hundred thousand dollars hardly suffices for widening a few rods, where a square foot of land has advanced from one to three, five, and ten dollars. A persistency in gradually giving more width, as opportunity presents, ought not to be relinquished. Legislative authority must be solicited forthwith, for assessing abutters, who are benefited by street improvements, such as straightening or widening, instead of longer pursuing our unjust and unreasonable custom, of obliging those who are not bounded where the betterment occurs, to contribute, by drafts upon the treasury, which belongs to the citizens.

Obtain the passage of such a law, common to other large cities, and Tremont street, from Boylston to Dover, may be made from eighty to one hundred feet wide; Harrison avenue reach State street; Friend be carried into Union, and Washington terminate in Hanover, where it should have been thirty years ago. Without the assistance of the Legislature in this respect, no progress can reasonably be anticipated. Therefore it devolves upon the City Council to leave no proper efforts untried to secure for Boston this important measure.

For the extension, grading and finishing of new streets at South Boston, and outlays upon those of East Boston, disbursements of magnitude have been made. Large returns will follow, through the development of new enterprises and an increased population. Give them well paved avenues, pleasant squares, deep sewerage, shady trees, gas and water. They will more than pay their proportion, by and by, for whatever gives the City a character.

Charles street would have been carried by the Jail and the Massachusetts General Hospital, northwardly, in the course of the past summer, had the Committee been armed with sufficient power to do it. A street over or through tide water, must have the sanction of the General Court. Increase of travel, and the crowded state of all the streets in Boston proper, manifestly show what relief might be had from an extension of Charles street, which the present administration, I trust, may render complete.

SANITARY PRECAUTIONS.

While many cities were severely smitten by a desolating epidemic, Boston mercifully escaped. Untiring activity in searching out sources of impurity, as the cholera began to be developed, checked its mortality. By conducting surface water and offensive street accumulations under ground, the uniform good health of the City is unquestionably maintained. To the unceasing vigilance of officers charged with various duties appertaining to the Internal Health Department, perfect cleanliness, in the midst of a very compact population, is measurably secured.

In Boston there are sixty-eight miles of common sewers. A fraction over twenty-eight miles were constructed since 1848, varying in width from twenty inches to six feet. The sum total of cost, in round numbers, of the whole, has been four hundred and seventy thousand, five hundred dollars.

Stagnant fluids suffered to remain evaporating in gutters, are considered destructive agents, poisoning the air, pent up between high walls, and have always been regarded as immediate causes of disease. The Superintendent of drains and sewers, by patient personal attention, has become thoroughly acquainted with his department. A map of the sewers, pipes, conduits—their exact distance from each other, relative position and depth, when finished, must be

exceedingly valuable, hereafter in conducting street repairs, mending out-breaks and other damages.

BURIAL OF THE DEAD.

Burials within the City are not to be continued after April, without special permission, under peculiar circumstances, and then but temporarily. Masses of decomposing animal remains in tombs and under churches, cannot remain there with impunity in the heart of a City. An interdiction of intermural burials, is the first sanitary law that should be rigidly observed.

A suitable cemetery, however, ought to be found in the environs. A tract of fifty-five acres, approached by two railroads, at Readville, of a gravelly, dry soil, having an undulating surface, belonging to the City, could be set apart for a burial field with little or no preparation.

Trees, shrubbery and flowers, finely cultivated, are giving a pleasant aspect to all the burying yards. Statuary, suitably placed among the sepulchral monuments, also contributes to relieve them of their sombre appearance. Defective masonry in the range of above-ground tombs on Washington street, combined with the action of ice in winter, allowing mephitic exhalations to escape, offensive to the residents of the vicinity, indicates that they should be taken down and sunk below the sidewalk, and an iron fence substituted for the gloomy stone wall in front. By this alteration, equivalent to giving a third spacious square to that pleasant part of the City, would add immensely to the cheerful appearance, health and comfort of those who dwell in that neighborhood.

SECURITY AGAINST INFECTIOUS DISEASE.

An existing regulation that ought invariably to be complied with to the letter, insists upon the vaccination of every

child, as a prerequisite for entering the public schools. That no parent may plead inability to secure the family against a dreadful scourge, the operation is free to all applicants. A central office fails to accommodate the poor at distant points. They ask that a physician may be appointed in each ward, for that gratuitous service, to be compensated by the City. The wonder is that it has not been attended to before.

SCHOOLS.

About one-fifth of the whole sum annually raised by direct taxation goes for the support of the schools. To this no strong objections are raised; still, as the expense is certainly on the increase, it is becoming an anxious question, how bounds shall be fixed to this great disbursement of money. One plan, alone, suggests itself—and that is plainly this, viz: put up cheaper school houses.

By the impulses of trade, precincts formerly in the exclusive occupancy of families, are now the focus of mercantile bustle. Costly school houses, by these domestic revolutions, are without tenants, and subsequently sold at half price. In contemplation of future changes of this kind, build accordingly. It must come to this, and the sooner the better.

A High School for Girls is to be organized by the School Committee; but its equipment will probably be deferred till the public library is transferred from Mason street.

ENFORCEMENT OF THE LIQUOR LAW.

Under a series of perplexing difficulties, the police have placed before the Grand Jury, in six months, four hundred and fifty-five violations of this law. A more vexatious service is rarely undertaken, since obliging witnesses to speak the truth is quite beyond the ability of public functionaries. An unrelaxing pressure of criminal cases, together with the proverbial failure to prove, in all instances, the infraction,

where it was believed not a shade of doubt would be raised, has stood in the way of an indictment.

Very ardent friends of the law have often made confidential complaints against offenders, but fled on the slightest intimation of being wanted as evidence, quite beyond the reach of a subpoena. Yet strange as it is true, they are loudest in their denunciations against the mayor for not enforcing the penalties of an outraged law.

Those familiar with the workings of self-interest in these prosecutions, to evade the penalties of a conviction, represent that there is a fearful amount of hypocrisy, misrepresentation, and wilful perjuries committed, indicative of a state of demoralization so truly painful, as to lead many of the staunchest friends of temperance to lament that the attempted suppression of a vice destructive to reputation and the body, should sometimes peril the soul by sins of a darker hue.

When presentments are sent to the Municipal Court, which is always overtaken with a plethoric docket, the prosecuting powers have repeatedly had the extreme mortification of having no heed given to them whatever, on account of the pressing nature of cases of another description. By long delays, evidence selected with discrimination gradually wastes away by removals and death.

Again, through the obstinate perversity of witnesses, cases break down when least expected. Thus the City fails to accomplish all that has been undertaken, through the inability of a tribunal created by the Commonwealth for the County of Suffolk, to take cognizance of presentments by the Grand Jury.

A wholesome temperance sentiment pervades this community; leading men give to it their influence and example. Health, morals, human happiness, and intellectual progress are promoted by simply conforming to a physiological law, which nature impressed upon every animal but man. Left

to the exercise of his own erring judgment, less powerful than instinct in the races below him, he first yields, and then falls a victim to a vice he abhors.

An experienced member of the bar asserts that it is a serious evil that delays and confusion characterise the Municipal Court. A formidable list of cases are usually awaiting trial ; this is injustice at the fountain head. The accused suffer by procrastination, and, waiting till hope deferred makes the heart sick, is represented to be no unfrequent occurrence. Procuring judgment in civil suits, also, demonstrates a necessity for remodelling some of the courts.

Having briefly shown why violators are not punished, if the City Council wish to uphold and sustain the dignity of that law, a petition must be sent to the legislature for the organization of a new court, to meet the exigency.

With three Judges, authorised to hold monthly terms, and two courts in session the same day, losses of time now deplored would not occur. The anomalous feature of having three presiding Judges from the country alternately, with vastly more demanded of them than they can ever do in the Municipal Court, is a sufficient apology for asking for a tribunal adequate to the labors imposed upon it in the County of Suffolk.

LITIGATION WITH CITIZENS.

Juries bring in surprising verdicts against the City. Keep out of the law if a citizen is the antagonist. When claims are pressed for damages, and no settlement can be satisfactorily accomplished by a committee, place the matter with competent referees, and abide their judgment. Boston has lost thousands of dollars by contending, that might have been settled for hundreds.

APPLICANTS FOR OFFICE. .

Numberless persons solicit responsible situations to take charge of the City's property and interests, who never took

care of their own. Integrity, sobriety and industry are recommendations not to be slighted. Give no encouragement to political philanthropists, who possess specific remedies for social evils. There is a constitutional tendency in some minds to plunge into absurdities, and keep the little portion of the world in which they move, in a constant uproar. They are neither safe for counsel or reliable in office.

TAXATION.

On entering upon an exposition of the financial condition of the City, I would state that the disposable property which may be quickly available, should circumstances require, is substantially as follows: viz. 4,000,000 feet of neck lands, worth fifty cents per foot, \$2,000,000. Flats west of Charles Street, 8,490 feet, \$4,000. Gravel farm at Readville, 55 acres, \$5,000. Dorchester Street, South Boston, 85,400 feet, \$15,000. Wharf lot, Condor Street, East Boston, \$3,000. Jail Wharf, 30,546 feet, \$15,000. Stone Wharf, Commercial Street, 10,200 feet, at \$5 per foot, \$51,000. Bridge estate, Court Street, \$20,000. Land at South Boston, 1,993,775 feet upland, and 1,969,55 [*sic*] feet flats, \$500,000. Market House, \$600,000. Library Lot, Boylston Street, \$73,000. Public Garden, \$500,000, giving a total of \$4,811,000.

Formidable objections are raised at the rate of taxation. On coming into office, the expression was very general that the City Debt might not be enlarged; pay as you go was a homely, but common sentiment. True to the injunction, the debt was not increased one farthing in 1854, but on the contrary, actually diminished nearly \$50,000! And the City has on deposit this morning \$950,000 in ready cash.

With regard to the tax of 1854, it should be kept in mind that the annual appropriations for the expenditures were intentionally large, so as to cover all the estimated expenditures, without being obliged to resort to loans before the close of the financial year; and the prospect now is that this

end will be accomplished, and that the ordinance on finance will be made effective, requiring that a sum equal to three per cent. on the City Debt, this year amounting to \$60,000, shall be annually applied to the reduction of the same.

Appropriations for school purposes were unusually large, being \$437,200, and requiring, as previously stated, one-fifth of the whole annual tax. That for new school houses alone, was \$142,500, a demand, the like of which will not probably occur again for years to come. No good citizen demurs at being taxed for the education of our children, but they do object to the erection of any more school houses at a cost of seventy thousand dollars.

For County purposes, over which we have but a small control, most of the expenses being for the courts and drawn by county officers, the sum exceeded, by \$30,000, the amount of the previous year. For widening streets, \$150,000 were consumed, being \$50,000 more than the preceding year's appropriation.

Other appropriations were necessarily increased; and on deciding not to borrow, but raise by taxation the whole amount required, an increased ratio of taxation was a necessary consequence.

It appears to have been the practice, of late years, to allow the expenditures to exceed the appropriations, and make up deficiencies by loans. It was the determination of the Government of 1854 to avoid that course, and have the expenditures met by the ordinary income of the City and the taxes. How far this is good policy, is a question you will be called upon to determine, when the appropriation bill for the present year comes up to be acted upon.

Between \$200,000 and \$300,000 were raised by taxes in 1854, which, in the judgment of many, was a proper subject for loans,—being used in expenditures for improvements of a permanent character, not strictly coming under the denomination of current expenses. They were for new school

houses; laying out and widening streets; constructing new streets, with sewerage; extension of water works, and some others of an analogous character. If money had been borrowed to meet these charges in 1854, the ratio of taxation would not have exceeded much, if any, the rate of 1853.

If it is thought advisable to adopt the old borrowing principle, permanent loans might be authorized for such works as have been named, payable by annual instalments. But they should not be permitted to interfere with the present excellent requirement of an annual appropriation, equal to three per cent. on the City Debt, to be applied exclusively to its reduction. The citizens would then be relieved from excessive taxation in future, when unusual expenditures were considered absolutely necessary.

In 1853, the tax was \$1,546,691, and in 1854, \$1,958,000, a State tax being included in both. The excess in 1854, was \$411,309, which is accounted for thus:—in 1853, a loan was made to meet, in part, the annual appropriations. In other words, the money was borrowed, that the taxes might be lighter, thereby increasing the public debt. In 1854 no such loan was contracted, which accounts for \$100,000. It was resolved in 1854 to have the appropriations large enough to meet all demands, without resorting to loans, by which the magnitude of the debt was beginning to excite apprehension.

An excess in 1854, on the appropriations of the previous year, was for schools and school houses, \$97,000; water works, \$17,000; widening streets, \$50,000; county expenses, \$30,000; paving, \$10,000; internal health, \$18,000; police and watch, \$19,000; fire department, \$12,000; salaries, \$10,000; interest, \$30,000; bridges, \$8,000; common and squares, \$6,000; reserved fund, \$5,000.

A State tax of \$98,000 was raised in each of the past years, and it will probably be required in 1855, which adds not far from fifty cents on the \$1,000 to the usual rates.

A very large amount of taxable property cannot be reached

by the assessors, that may safely be estimated at millions. A legislative act compelling a return to be made of all trust funds, and for all corporations to give an exact and true return of property in their keeping, would materially diminish the weight that now bears down too heavily on some individuals, while others bear no just proportion of the public burdens.

Thus in the plainest manner, I have endeavored to present my own survey of what I conceive would permanently advance the prosperity of Boston, in connection with its present fiscal condition. With unbounded credit, rich in commercial, domestic and intellectual resources, its advancement cannot be circumscribed, nor its influence estimated, so long as the public faith is inviolate, and those who are elected to administer the municipal government, heartily co-operate with the citizens in sustaining its established reputation for benevolence, industry, and well directed enterprise. To that end, my best endeavors will be united with yours, and may our joint labors be blessed for the good of the City; and when at last the silver cord of life is broken, may we have so lived, that conscious of our high privileges and unmerited blessings, each one of us may hope for the reward of faithful servants, and our last aspirations be GOD and OUR COMMON COUNTRY.

THE

INAUGURAL ADDRESS

OF

HIS HONOR ALEXANDER H. RICE,

MAYOR OF THE CITY OF BOSTON,

TO THE CITY COUNCIL,

JANUARY 7, 1856.



BOSTON :

MOORE & CROSBY—CITY PRINTERS, 1 WATER STREET.

1856.

ADDRESS.

Gentlemen of the City Council :

By the exercise of that prerogative which is the cherished heritage of freemen, we have been called, in a degree, from our accustomed pursuits, to conduct through the following year the affairs of this ancient City.

Appealing to us through her illustrious history, by considerations the noblest and most persuasive that can be addressed to an honorable and grateful people, she seeks to inflame us with that pure devotion to her welfare which can be nurtured only by unselfish aims.

Exhibiting on every hand her institutions of religion, education, and charity, the bounteous memorials of those who have preceded us in citizenship and council, she incites us to generous rivalry with them, in sustaining unimpaired these monuments of her social elevation and progress.

Early in the foremost rank among the commercial cities of the country, she was the first freely to dispense capital and enterprise upon those works of internal improvement which seek the annihilation of time and distance, and which have extended our direct communication, not only to neighboring States, but to the provinces on the North and East and to the rising cities and waving harvests of the mighty West.

Stimulated still by the rapid growth in her immediate vicinity, of a vast population, busy, prosperous, intelligent, and happy, and by the flowing products of that wise and fortunate union of capital and labor which has wrought with creative power upon the industry of New England, she may

well expect us to regard every facility within the province of her, legislation, which may promote and strengthen her mercantile growth and importance.

Established in integrity as firm as her own changeless hills; with a public credit renowned wherever virtue is cherished and honor valued; with the reputation for individual probity among her people, which has been her pride at home, and their passport to every social and commercial privilege abroad, she appeals to us for the continuance of that prudence, watchfulness, and fidelity to every interest, which may transmit this distinction to generations yet to come.

By the provisions of the City Charter, we are entrusted with "the administration of all the fiscal, prudential, and municipal concerns of the City, with the conduct and government thereof." I shall not be expected to compass in these remarks the details of so wide a field of duty as is here presented, nor, at the outset, to define a policy applicable in every particular to the various departments of the City Government. But it may be expected, and it is appropriate, that a general view of our duties should be presented, accompanied by such suggestions as may now seem worthy of consideration, leaving their final adoption or rejection to be determined by closer examination and the teachings of experience. And it may be proper to state, at the outset, as the guiding principle of our administration, that my conception of our duty, in accordance with the general demand of our fellow-citizens, inclines to the exercise of discretion and sagacity in perfecting, if possible, the institutions and means which we already possess, rather than to embarking in new and dazzling municipal enterprises, which, however promising, may prove in the end to be only costly experiments; not that we should shut our eyes against the recognition of new facts which the wonderful activity of the times is daily unfolding; not that a city which has led off in so many

useful and noble schemes for the benefit of her people, should now fall behind her competitors; nor that we should pertinaciously cling to any policy *simply* because it is old, and in the course of its experience has done good service.

The rapid extension of the City over territory heretofore unoccupied, the changes and transformations effected or demanded by the increase of business, and the necessity for its accommodation in new and hitherto unsuitable localities, the steady growth of our population, with the whole tide of facilities necessary for its convenience and support, all point to a future, which must, at whatever cost, be furnished with means and appliances commensurate with our increasing wants. But even this consideration, supported though it should be by a full treasury, and by the well-known liberality and wealth of our people, does not justify prodigal expenditure, since the general truths applicable to the thrift and success of individual enterprise, are equally pertinent to corporate institutions, whether for business or government. In the examination of our municipal affairs, therefore, let our first inquiry be for any useless wastes in the current expenses, and let us stop them, if found. Next, let us inquire whether the means employed in each department are adequate to the purpose intended; and if not, whether they can be made so by modification. Wherever radical changes are necessary, let them be made; but on the scale of strict economy, regarding everywhere utility rather than ornament, but blending both in the degree appropriate to our condition. And by economy I by no means intend mere pecuniary stint, to serve the purpose of to-day, but that wise and judicious disbursement which, in works of permanent necessity, shall through a series of years require least change or additional outlay.

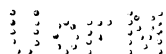
It is no unusual complaint, that too much is expended upon specific objects, when first undertaken, and that a scale less ample would well enough answer present purposes,

leaving the burden of future necessity to be borne by those who shall succeed us. And, in some instances, doubtless, this complaint is reasonable and true; but its converse is also frequent, and is equally true in its application to another class of expenses, namely, that a moderate investment at a fortunate period might have prevented certain now irremediable evils, and avoided the necessity of vast outlays for present safety and convenience. If we compare these two classes of complaints, and analyze their foundations, we shall find their significance to be this: In the affairs of this, as of every community, there are certain objects and interests which are purely incidental or empirical, and others which are permanent and certain; and the successful study and application of economy depends much upon discrimination at this point. The first of these classes of objects admits of the practice of the most rigorous and stringent pecuniary limitations consistent with a proper provision for immediate wants; and more than this is liable to leave monuments of folly behind it; while the latter class admits of the ampler scale which looks to the requirements of growth and progress: the governing principle in each case being respectively the same that guides the prudent man in the regulation of his current expenses, and in the selection of his permanent investments. No folly can be greater than to provide for an age what may be superseded in a day, or to build for a day what should have compassed the wants of a generation.

FINANCES.

There is difficulty in presenting an intelligible and yet comprehensive view of the financial condition of the City, from the fact that the expenses of consecutive years are necessarily involved together, that the municipal and financial years are not conterminant, and that the liabilities of the City do not appear in the books of the Auditor or Treasurer until appropriations have been made by the City Council,

though contracts may have been made, public improvements authorized, or damages incurred, involving actual indebtedness to an extent which is to be afterwards ascertained. Whatever statement is presented, therefore, must be regarded as somewhat approximate, nominal, and temporary; since the nature of the case hardly admits of such a view as might be presented of a concern suspending business and going into liquidation of its affairs. Could we suspend all public improvements, of every description, it is clear that the amount of money to be raised in any one year would be the actual expenses of conducting the government for that year, plus the loans then maturing, and the interest on the balance; and if these items could be definitely ascertained at the commencement of the financial year, we should then have a definite view of the total liabilities of the City, and we could determine a rate of taxation which should provide for the current expenses, to a certainty; and also for an annual percentage upon the amount of the City Debt, which should make its liquidation positive within a fixed term of years. This net debt would become the amount of loans actually authorized and funded, less cash on hand, bonds, etc., and the value of the public lands, the proceeds of whose sales are specially appropriated to this object. Since, however, public improvements must continue to some extent, and since the annual amount of appropriations is based upon estimate and not upon fact, and this estimate frequently proves fallacious, rendering special loans necessary to meet deficiencies, or to provide for new projects; the actual net City Debt becomes an indefinable sum, contingent upon the amount of these new loans, and upon the purposes for which they are made; whether for mere outlay, as for example, in paving; or for investment, like improving the public lands, by which, possibly, their value might be increased, and offset the increase of indebtedness by an increase of means. It will be perceived, moreover, that this difficulty is, so to



speak, organic; that is, it lies in a primary necessity, to some extent, beyond the option of legislation. For if the City increases, its wants also increase, and involve cost. This cost may be met by means on hand, if sufficient; if insufficient, more must be raised by taxation or loans; if by loans, then the debt is increased. With these preliminary observations, I proceed to the following statement of the City Finances, prepared at the Auditor's office, and representing our condition this day:

The <i>City</i> Debt, at the beginning of this	
financial year, May 1, 1855, was . . .	\$1,747,188 66
Added since by funded loans . . .	91,500 00
	<hr/>
	\$1,838,688 66
Paid since	4,000 00
	<hr/>
Funded City Debt	\$1,834,688 66
Add loans authorized, but not negotiated . . .	502,500 00
	<hr/>
Total <i>City</i> Debt	\$2,337,188 66
The <i>Water</i> Debt was, May 1,	
1855	\$5,403,961 11
Paid off since	62,000 00
	<hr/>
	5,341,961 11
	<hr/>
Total consolidated Debt, Jan. 7, 1856,	\$7,679,149 77
The means of meeting this debt are:	
Cash	\$520,627 92
Bonds, etc.	658,352 23
	<hr/>
	1,178,980 15
	<hr/>
Net consolidated Debt, Jan. 7, 1856 . . .	\$6,500,169 62
Additional means, the Public Lands:	
The consolidated debt, December 20, 1854, was . . .	
	\$7,628,142 32
Means on hand	1,324,607 67
	<hr/>
Net debt, Dec. 20, 1854	\$6,303,534 65

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Other loans will probably be needed before the close of the present financial year, for the Library Building, House of Correction, incidentals, etc. Large sums must also be provided for in the financial year 1856-7, to meet the expenses of the extension of Friend Street, of opening Chauncy Place, and of other undertakings, authorized and commenced by our predecessors, but to be completed and provided for by the present City Council. What the aggregate amount of these will be, is at present unknown.

STREETS.

It should be constantly remembered, that Boston is subjected to one item of expense which is almost unknown in cities of more modern origin, or of more perfection in their original plan. The numerous narrow and crooked streets which well enough answered the convenience of a provincial town, are found to be totally inadequate to the wants of a great city, daily becoming more and more crowded with business and population. The sum appropriated or expended for widening and improving streets during the past five years, has been three hundred and eighty thousand dollars. No provision exists for defraying this heavy expense, except direct taxation and loans; and since it seems inevitable that these improvements must continue, until a considerable portion of our original territory has been rebuilt, and that there is scarcely an instance where the estates abutting upon these improvements are not greatly enhanced in value by them, it seems but simple justice that the cost of necessary alterations should be in part met by those who are pecuniarily benefited thereby; leaving to the public treasury only that portion which is commensurate with the increase of public convenience. You are fully aware, doubtless, that legislative authority will be necessary for the accomplishment of this desirable end.

Until this authority is obtained, great caution should, in

my judgment, be observed, in undertaking large street enterprises, except in those cases where individuals interested will liberally coöperate with the City in the accomplishment of improvements which appear inevitable within a limited period. Had the City Government the powers requisite to project these enterprises upon a larger scale and equate the cost, as before suggested, there can be little doubt that economy would, in many cases, dictate that they be earlier undertaken and more rapidly consummated. Indeed, our municipal history furnishes examples where penetrating forecast, coupled with ample means and a bold exercise of executive authority, has accomplished the grandest results in similar improvements, when viewed simply in the aspect of pecuniary speculations. Under the present limited powers of the city in this matter, something must continue to be done; and this much should be accomplished strictly in accordance with plans for the prospective improvements of adjacent estates, where such will ultimately be required. In view of what appears the inevitable necessity, at no distant day, of widening and extending some streets, not only for the accommodation of business, but also for relieving some of our great thoroughfares of travel, I commend to your consideration the expediency of procuring such authority as shall in such an emergency protect the City's interests.

Intimately connected with this subject, is the great expense annually incurred for paving, cleaning, and lighting the streets. In no particular has the reputation of the City been better sustained, and the health and general comfort promoted, than in the cleanliness and good order of our streets. These objects must suffer no abatement, from pecuniary considerations. Inventive genius in the minds of several of our citizens has suggested various improvements over the common cobble-stone pavement; and experiments, with the view of testing their practical utility, have been made during the past and immediately preceding years, at points likely to

demonstrate their comparative value. So large is the cost of the street provisions in the particulars above referred to, that they should receive, with other disbursements, special examination, both as to materials and labor employed, and the economy of their supply. While upon this subject of streets, and somewhat immediately connected with the point under consideration, I venture to suggest that additional regulations seem necessary, or that existing ones be enforced, with respect to occupying large portions of the public streets and sidewalks with brick and lumber, while building upon abutting estates. The public convenience ought not to yield to private accommodation, beyond reasonable limits; yet it almost invariably happens that, while building, the entire sidewalk and a considerable portion of the street are occupied for weeks or months, forcing pedestrians, at the peril of their personal safety, into the street, which is often necessarily dirty, and at points excessively crowded with vehicles. It seems reasonable that a portion of the sidewalk should always be reserved for free passage, or that a plank sidewalk of suitable width for single passengers should be constructed around the building materials, whenever the entire closing of the sidewalk is indispensable.

THE PUBLIC LANDS

Constitute an interest of primary importance to the city, both as a source of revenue for the gradual liquidation of the City debt, and as collateral security for its fiscal obligations and the basis of public credit. The discretion with which they are managed may therefore be regarded as being, in no small degree, indicative of the wisdom of any municipal administration.

Considerable diversity of opinion has prevailed, respecting the policy governing these lands, which shall best promote the public advantage. On the one hand, it has been urged that so limited is the territory of the city, and so increasing

the demand for dwellings within a short distance of business, that but little time can, under any circumstances, elapse, before all these lands will be wanted, and at prices so high that they will ultimately yield more by being reserved than if sales be effected at present prices, with the advantage of some saving of interest and outlay.

And this view is supported by the fact that the value of land in adjacent cities and towns is rapidly advancing, and for this reason less inducements are presented year by year to those who seek suburban residences on the score of economy; and also by the fact that as our lands diminish in quantity, they will advance the more rapidly in price. On the other hand, it is argued that these lands are not proper objects for speculation; but, on the contrary, that they should be removed as far as possible from its influence, and be converted to legitimate uses as rapidly as opportunities offer; and that, with this end in view, the sooner they are covered with taxable property, the sooner shall we realize their value. There can be little doubt that one incipient cause of the rapid increase of population in the vicinity of the City, has been the high price of land in Boston, and the scarcity of dwellings adapted to the wants and means of persons of moderate circumstances. The frequent and easy access to cheaper lands by railroad has not only taken from the City great numbers of people whose business and social attachments are here, but has also diverted the attention of builders to the same localities, where hundreds of thousands of dollars have been expended in building up new communities out of population legitimately our own. This population is lost to us, in a great measure, with respect to their interest in our municipal concerns, and in the support of the various philanthropic institutions and enterprises which have so distinguished our community; and, in many cases, while reaping all the advantages of liberal and expensive public provisions for the security of their property and the transaction of their

business, they often bear but an inadequate proportion of their cost.

During the past few years, increased attention has been paid to beautifying and rendering more available the vacant lands upon the Neck, and in those inviting localities, East and South Boston; and the handsome squares and stately edifices which now adorn places hitherto waste and comparatively unknown, and the rapid growth of whole streets of commodious and comfortable dwellings in localities of less value, but scarcely less ineligible than the squares, clearly indicate the readiness of people of all conditions to select residences within our municipal limits, whenever proper inducements are presented.

Enterprise and capital on the part of builders have been expended upon these lands to a much greater extent than could reasonably have been anticipated; and, as I am happy to learn, with such success as to warrant continuance. It has been stated, upon what may be regarded as reliable authority, that since the first of April last, more than two hundred and thirty buildings have been erected in that portion of the City south of Pleasant street alone, many of which are for private residences, and compare favorably with similar structures in any of the great cities of the Union. In addition to these, about sixty buildings, mostly of brick, have been completed since the first of January of last year; and the foundations of about forty more have been laid; making in all nearly three hundred and fifty buildings there erected or commenced during the year 1855. The advantages for manufacturing establishments, of location in the vicinity of tide water; the saving in cost of transportation of raw materials and mill products; together with the constantly approximating expense of steam and water power for driving machinery—all these and other considerations are beginning to attract the attention of persons interested in these enterprises, to the advantages which Boston presents,

both as a site for the manufacture of goods, and a favorable market for their sale and distribution. From the statistics recently collected and compiled in the office of the Secretary of the Commonwealth, it appears that the productive industry of the City bids fair to rival, at some period, even the returns of its commerce. It seems expedient, therefore, that the City Council should, to the fullest practicable extent, facilitate the sale of these lands for building purposes, under such limitations and restrictions as shall insure their speedy occupancy.

The importance of the subject will, I trust, excuse the further extension of its discussion. The City still owns public lands at South Boston and south of Dover street, of upland and flats, over seven million square feet, of the estimated value of two million five hundred thousand dollars, besides landed property to a large amount in other places. It is obvious to every judicious mind, that the management of so vast an estate as this, to be improved and finally disposed of, ought not to depend on the chances of inexperience, or the fluctuations of judgment on the part of committees which may be annually constituted by the City Council, whose members are elected for a single year. Apart from the views which have already been presented, there is a great consideration of future health, beauty, convenience, and economy to be settled, in respect to these lands; and unless we are prepared, with the future requirements of the City before us, to assume the responsibility of renewing the mistake which was made by the early settlers of Boston, and to hazard the necessity, within another quarter of a century, of repeating the same work of demolition, and of straightening and widening streets, which is now going on in the older sections, it is indispensable that both the policy adopted, and the managing power over these lands, shall assume and maintain a good degree of permanency. Other considerations which support these views are the necessity for forecast and

judgment respecting the classification of these lands for the various purposes seeking accommodation; that there shall not be an unhealthy and depreciating mixture of dwellings, laboratories, and manufactories, with all its attendant inconveniences. In order to attain ends so desirable, I am induced to recommend to your consideration the expediency of constituting a more permanent body for the management of these lands, upon such a plan as shall secure all the advantages of experience on the one hand, coupled with a fresh influx of popular enterprise and vigor on the other, and preserving with both a prudent continuity of plan and purpose. We are met at the outset with the objection, that the experiment of a Board of Land Commissioners has been once tried, and, for reasons satisfactory to our immediate predecessors in office, abandoned. Without designing to enter upon the reasons for this course, it is sufficient to say, that the powers given to that Board by the ordinance establishing it were too limited to admit of its successful action; and the division of its proper prerogatives with the Public Land Committee of the City Council rendered the whole managing authority too cumbersome to be either profitable or convenient. It would not be expedient to repeat that experiment. It is important that the whole control of these lands, apart from the usual concurrent action of the City Council, should be vested in one body; and the only striking objection to the present arrangement of a Joint Standing Committee on this subject is the liability to hurtful change in its members. It seems to me that, by suitable modifications, this committee may still retain all its present advantages, and attain those which are needed in addition.

THE PUBLIC SCHOOLS

Have always constituted the preëminent distinction of our City, and have been the models of systems of free instruction elsewhere established. For no object do our citizens more

cheerfully contribute, and the success of none affords juster satisfaction.

Under the consolidated organization of the schools, as it is termed, the relative cost of conducting the Grammar Schools has, as I am informed, been somewhat reduced; and though the increasing number of pupils, the construction of new school-houses, and the expenses incident to desirable changes, have hitherto rendered the customary large appropriations for school purposes necessary, yet it is to be hoped that this department may now be found so well supplied, as to justify, for the present, at least, a suspension of heavy outlays beyond liberal appropriations for current expenses. Grammar school-houses, commodious and elegant structures, are now in process of erection at East and South Boston, and upon the Neck; and also several primary school-houses in localities where they were much needed. It is estimated that there are within the City about thirty-two thousand children of suitable age to attend school, and that twenty-four thousand of these are in the public schools, and that of the balance all but about five hundred are under private instruction. So universal a regard for the education of the young not only reflects the highest honor upon our community, but deserves, and should receive, the most liberal encouragement from the City Government. Its parallel cannot, probably, be found in any City in our land. For further particulars relating to the powers and duties of the School Committee, which were materially changed by the City Charter recently adopted, and for a more complete view of the present condition of the schools, I take pleasure in referring you to the first annual report of this Committee, and to the accompanying report of the able and accomplished Superintendent of Public Schools, both of which have just been issued.

THE PUBLIC LIBRARY,

Which may be appropriately regarded as the culminating provision of our free educational system, is commended by the universal sentiment of our fellow-citizens to the special favor of the City Council. The distinguished and beneficent gentleman, who has indissolubly associated his name with this institution, will receive the lasting gratitude of a community in which is daily deepening the appreciation of his thoughtful munificence, and which is already enjoying the foretaste of those intellectual privileges which, when completely organized and furnished, the Public Library will afford. The commodious and substantial edifice now rising on Boylston street, will furnish ample accommodations for a great literary exchange, open to persons of both sexes and of almost all ages, who may enjoy its advantages without cost, and under as few restrictions as are compatible with the maintenance of its privileges and the security of its property.

This building will probably be completed during the present year, and the names of the eminent gentlemen who compose the Board of Commissioners for its erection, remove all solicitude respecting its faithful and timely progress, and its adaptation to the use intended. The original estimate of the cost of the Library building was one hundred and thirty-one thousand dollars, and those familiar with the subject are confident that this sum will prove sufficient. The ordinance fixing the powers of the Commissioners provides that the amount of money to be expended by them shall be determined by the City Council, and that the aggregate of all contracts made, and money expended, shall at no time exceed the amount previously appropriated by the City Council for the erection of this edifice.

But ninety-five thousand dollars have thus far been appropriated, and I improve this opportunity to bespeak your favorable and prompt consideration of whatever additional appropriations may be required for its completion.

PUBLIC INSTITUTIONS.

Among the subjects referred to the present by the last City Council, is that contained in the report of the Committee on Institutions respecting the expediency of placing all the Public Institutions of the City under one Board of Overseers. The institutions here referred to are the Houses of Correction, of Industry and Reformation, and the Lunatic Hospital, each of which is, at present, under the direction of a separate Board, whose aggregate number is needlessly large for this service. It is obviously beneficial to secure the greatest unity and simplicity of purpose and action in the management of institutions of a kindred character, and necessarily connected as component parts of one whole public charity. Under the present organization, while the several Boards have fulfilled their respective trusts with unquestioned fidelity, there has been but little concerted action; but on the contrary, the very anxiety on the part of each to secure every advantage to which their peculiar charge is entitled, has in some instances, perhaps, led to jealousy of privileges sought by the neighboring institutions, and which might often be granted without detriment to any. Were all these institutions under the government of one Board, elected for different periods of service, with a suitable representation of its members in the City Council, and the remainder chosen from the citizens at large, and vested with appropriate powers, it is believed by those best able to judge, that the institutions would be greatly benefited and the public economy promoted.

That there is also need of a new classification of the inmates of these houses is admitted. There is no propriety, but great injustice and cruelty, in sending those, whose only inheritance is misfortune or poverty, to dwell with criminals by inclination and practice; and especially in sending the young into the midst of associations calculated to deaden

their moral sensibilities, and to stifle the highest aspirations of immortal beings. Yet there are old and young, the chaste and the dissolute, the alien and the poor from our own community, housed in humiliating or pernicious intimacy in some of these establishments. Economy of supplies also demands this change, as it is improbable that separate committees, purchasing at different places and without concert, and often, doubtless, with that haste which is all that men in active business can sometimes give to extraneous calls, could purchase as judiciously as a single committee, or as one proper person might do, if appointed general purveyor for the whole, under suitable restrictions and advice.

I would also suggest inquiry respecting the conditions for the support of these officers, who are now allowed for their services a fixed salary and their family expenses. Objections to the system are obvious. Economy is a habit of prudence, rather than an original element of character, and depends much upon cultivation and practice. The daily supply of one's wants, which involves no necessary regard to cost, is opposed to the cultivation of this habit, and its influence is unsalutary wherever else it extends. No one of the estimable officers at the head of these institutions, whose services the City has sought for so many years, and who have received so many proofs of its high appreciation of their fidelity, would say that the public treasury ought not to have the safeguards which they would recognize as essential in the management of their own affairs, and more especially, as the present system is equally open to abuse from the opposite quarter, since the government might impose upon the immunity of the officer for entertainments to the aggregate annual amount of his own living, and yet the delicacy of their relations might forbid his placing the odium of these superfluous expenses where it justly belongs.

I am informed that additional accommodations may be required for the boys in the House of Reformation who are

now necessarily provided for, to some extent, in the *Boylston School*.

The change in the policy of the Commonwealth respecting the support of its insane paupers has so far relieved the Lunatic Hospital, as to render its capacity sufficient for present wants; and the question of purchasing a site and erecting a new building, which has been the subject of much solicitude in previous years, is fortunately put at rest; and no appropriations, except for its current expenses, will probably be necessary for this institution. Extensive alterations are progressing in the brick building on Deer Island, in anticipation of the removal of the House of Correction to that locality, towards which the attention of the City Government has been long directed, as the ultimate site of most, if not of all, its public institutions.

MARKET.

Among the subjects which may demand your attention are our market regulations, and the investigation of any causes, within the sphere of municipal authority, which may lead to alleged abuses, and of their appropriate remedy. As this subject demands much inquiry and research, before an intelligent opinion upon it can be formed, it is not my purpose to say much more than to recommend that it be undertaken in the spirit of entire impartiality.

That the price of provisions is much higher in Boston than in other large cities, is a prevalent idea, and whether justly or otherwise, the public has the impression that this evil arises from existing market regulations, for which the City is responsible. The simple fact stated respecting the price of provisions, does not, of itself, justify the conclusion drawn. There are causes which, in some degree, account for higher prices here than are paid in other cities, which imply no abuses on the part of dealers. It is stated that the quality of provisions sold here is superior, for the most part, to that

of those with which the comparison is made, and that the cost of preparing provisions for this market is greater than for others. There is manifestly a physical difficulty in the way of rendering this a cheap market for fresh provisions. The soil of New England is, for the most part, unsuited to agriculture. The population of our State is dense and given mostly to manufacturing, mechanical, and mercantile pursuits, numbering, therefore, few producers and many consumers. Local demands require and absorb what is raised in each neighborhood, and consequently the great mass of supplies which reach Boston, is raised upon expensive land, worked at high cost, or has been subjected to longer transportation and corresponding freights. The location of the cities with which the comparison is most often made is quite different in this particular; they are to a greater extent the natural outlets of farming districts. While, therefore, this circumstance ought, in some degree, to prepare us for higher prices, it also furnishes a cogent reason why there should be no needless causes to aggravate the evil. Owing to the removal of families from the vicinity of Faneuil Hall Market, it has changed materially from fulfilling its original purpose of supplying families with their daily wants, and has become a wholesale depot of provisions, almost as much for the neighboring cities and towns as for Boston; and, as I am informed, establishes the price of provisions for the greater part of New England; while numerous smaller establishments have arisen in all parts of the City, which afford convenient supplies to our citizens, but which necessarily involve additional cost. Various plans have been suggested for reducing the price of provisions, such as selling the market building, enlarging it, etc.; but it is not apparent how the mere title to a particular building, or its capacity, should materially affect the price of provisions for the whole community. The evil, however, exists; and while it is the duty of the City Council to exercise all its powers to correct it, whether by privileges

or restraints, it seems proper, also, that our citizens themselves should seek a remedy through business channels, in the same manner as changes are effected in other branches of trade, by facilitating the communication between the producer and the consumer, and by reducing all intervening expenses.

THE FIRE DEPARTMENT,

Upon which the security of the property of our citizens and the public safety so much depend, is in its usual efficient and praiseworthy condition. The steam fire engine, purchased some two years since, has not yet been tested in actual service at fires; but there is a general desire that it may be kept in proper condition for use, should there be occasion, by reason of a great conflagration, when the amount of hand apparatus might be insufficient. The value of this machine can only be tested by use; if upon trial it is found a valuable auxiliary to the fire department, it should be made and kept available for that purpose. If found to be a useless machine, the sooner the fact is ascertained the better, that the necessity which it was designed to meet may be otherwise provided for.

WATER.

The present condition of the Water-Works, and of other interests in that department, will soon be brought before you in the report of the Water Board. All the outstanding claims against the City, occasioned by the original construction of the works, have been settled.

The supply of water proves to be abundant for all needful purposes, and there has been no return of the impurities therein, which for a time caused so much inconvenience and such general anxiety. For the long, able, and arduous services of the Water Board, its members are entitled to the grateful returns of their fellow-citizens.

COUNTY EXPENSES.

No subject to which I can allude appears to require more earnest attention than our county expenses. By an act of the Legislature of 1831, it was provided that the town of Chelsea should release to Boston all its title and interest in whatever real or personal estate then belonged to Suffolk County, and that Boston should have entire control and jurisdiction of the county institutions, courts, etc., upon condition that some court within the City should have jurisdiction of Chelsea affairs; and that in the assessment of taxes, Chelsea should not be taxed anything for county purposes. This act was to continue and be in force for twenty years, and thence afterwards, until altered by the Legislature.

When this connection was formed, its conditions were doubtless equitable to the interests of all concerned. The rights of the town of Chelsea, in the county property ceded to the city, were of small importance; while the burden assumed by Boston was that of the county expenses of a small population, having only indirect communication with the City, and whose requirements in this relation would probably be very small. Since that period, however, the territory of the town of Chelsea has been twice divided, and now embraces the thriving towns of Chelsea, North Chelsea, and Winthrop, with an aggregate population of some twelve thousand people,—nearly equivalent to the population of an entire ward of the City; all looking to Boston for county privileges, and yet no one of these towns pays a dollar towards defraying the county expenses. Moreover, by a more recent act of the Legislature, the County Commissioners of Middlesex County have authority over certain matters within these towns, instead of the Mayor and Aldermen of the City of Boston, who are, by law, constituted County Commissioners for Suffolk, so far as the duties of such

officers appertain to affairs within our City limits. Under existing conditions, therefore, the officers of another county are by law empowered to construct highways and other public works in three of our neighboring towns not tributary to us, which must be paid for out of the treasury of the City of Boston.

Other matters of inequality in this relation are excluded by the scope of this communication, with a single exception, which is of so much consequence as to demand special notice at this time. The last Legislature of this Commonwealth passed an act establishing a new court for Suffolk County, called the Superior Court, to have jurisdiction in all cases that the Court of Common Pleas then had in this county. This act provides for this court, besides the other necessary officers, a Chief and three Associate Justices, who shall also be *ex officio* Justices of the Municipal Court of the City of Boston; and it also provides that all the expenses incurred in the administration of justice under this act, including salaries, shall be paid by the City of Boston. It is not my province to discuss the necessity for this Court, or the constitutionality of its establishment; but the consequences of its existence upon financial interests are proper subjects for comment, and ought to be clearly understood. By this act, it will be observed that the Court of Common Pleas will no longer hold sessions in this county, and that the entire expense of its substitute, and of the Municipal and Police Courts, about two-thirds of which has heretofore been paid by the Commonwealth, will hereafter be required of the City of Boston. From official sources I have information that, upon the basis of the court expenses of 1854, the additional cost to the City consequent upon the establishment of this court, will be in the neighborhood of \$50,000 per annum.

There seems to be wanting some good and sufficient reason why the City of Boston, representing the County of Suffolk, should be made the exception to every other county in the

State, in being deprived of its proportionate share of relief in this class of expenses. And even if it be compelled to bear all its own court expenses, with what justice or propriety can it be called upon to bear the whole expense of a Court which has jurisdiction over three towns in the County whose inhabitants are not taxed at all for its support, and especially, why should it be obliged to bear its proportion of the expenses of the Court of Common Pleas after it has ceased to have any jurisdiction whatsoever within the County of Suffolk? It is observable that under the Act of 1831, upon which this connection in county affairs between Boston and the towns referred to depends, the connection would have expired by limitation nearly five years ago; and that it now exists only under the provision, that it should continue until altered by the Legislature. From the limited attention which I have been able to give to this subject, and from the information that has been given me, I am persuaded that the whole basis of the county expenses is inequitable; and I commend such action as shall be necessary to effect its thorough reconstruction.

I have thus endeavored, Gentlemen, to set before you some of the leading interests which will constitute the sphere of our common duty. Of the imperfect manner in which this has been done, no one can be more painfully sensible than myself. Other topics and further details, if necessary, will form the subject of special communications, as occasion may require. I would gladly be the medium of deepening the sense of responsibility which rests upon every member of the City Council, in view of the great trust committed to our care, the full contemplation of which, I confess, has become somewhat oppressive. A sphere of duties so various and so incorporated with interests purely local and often personal, is beset with embarrassments on every hand, and few have been able to retire from it attended by the full approbation of those whom they may have faithfully served. In

the spirit of magnanimity, rarely exhibited, our fellow-citizens have honored us with their confidence, asking no other pledges than that we shall serve with fidelity the best interests and common welfare of our beloved City of Boston. Let us here pledge to each other our mutual support and coöperation in the spirit of forbearance and conciliation; and, summoning our best purposes for an impartial and fearless response to every reasonable expectation, let us go forward to our duties in full reliance upon that recompense which is the ultimate reward of public fealty and personal uprightness.

THE
INAUGURAL ADDRESS
OF
HIS HONOR ALEXANDER H. RICE,
MAYOR OF THE CITY OF BOSTON,
TO THE CITY COUNCIL,
JANUARY 5, 1857.



BOSTON:
GEO. C. RAND AND AVERY, CITY PRINTERS,
No. 3, CORNHILL.
1857.

ADDRESS.

Gentlemen of the City Council:

WE are assembled by the returning year to assume our official labors and responsibilities, under circumstances of general prosperity and encouragement. That Gracious Being whose directing providence may be seen not less in the affairs of men, than in the beautiful order and harmony of the physical universe, has continued to our beloved city the possession of those high intellectual and social privileges which have been her distinctive characteristics in the days that are past. During the year just closed, no desolating pestilence has visited her borders, sweeping promiscuous multitudes from her streets. No devouring conflagrations have laid waste her property or dwellings. Domestic discord has found no resting place in the hearts of her people. A thriving commerce continues to bear its treasures to her wharves;—iron roads gather the fruits of the forests, the field, and the factory; while industry everywhere meets its full reward, and crowning plenty scatters her bounty with unsparing hand. The supremacy of law is universally recognized, and its authority respected; the love of knowledge is still vigorous and aspiring, and the principles of a life-giving Christianity are widely diffused and reverently cherished. For us who are called to the administration of affairs, there remain the same incentives to fidelity and duty which have stimulated those whose labors are held in grateful recollection, and the light of high example still beckons us onward to a like career of usefulness and honor.

It will not be deemed inappropriate that this occasion be

improved to express my grateful and profound obligations to my fellow citizens for the distinguished favor renewedly received at their hands; and my thanks for the flattering approval of the policy and results of the past year's labors, which they have manifested by returning with such unanimity to these halls, so many of those who divided with me their responsibility and toil. Although the man who cherishes a just sense of his obligations will not be deterred from the independent performance of his duty, as he understands it, by the fear of popular disapproval, yet there is no reward more grateful to its recipient, and scarcely a higher evidence of liberality of mind in the community which bestows it, than the exercise of an unprejudiced judgment in support of the motives and actions of men, either in public or private life. The favor which I have received in this connection, will be cherished as long as life and memory shall last; and I add to this tribute of my thanks, the assurance that whatever abilities I possess will be faithfully devoted to the promotion of the best interests of my fellow citizens, without prejudice and without partiality.

The circumstances under which we are assembled are somewhat peculiar in another particular. Leaving the fierce conflict of political strife to other and more appropriate fields, our fellow citizens have undertaken the experiment of a municipal administration based upon a different system of representation. And when we consider that, whatever differences of opinion may exist respecting matters of national concern, these differences can scarcely enter, to any considerable degree, into the local affairs of separate municipal corporations, and that the points of difference, affecting the welfare of citizens of the same community, must necessarily be small, compared with the overwhelming points of harmony; the wisdom and justice of uniting all opinions and interests in the management of these affairs, becomes forcibly apparent.

The universality of this opinion was demonstrated at the

recent election, when all the existing political organizations, though differing somewhat respecting the manner of accomplishing the result, were unanimous in their acknowledgment of the correctness and value of the principle of general representation. Should this system continue to receive general approbation, its tendency would undoubtedly be to draw into the public service persons of intelligence, leisure and experience, who now shrink from the ordeal of partizan elections. And should it be deemed expedient hereafter so to change the executive departments of the government as to prolong the term of service, much of the danger of hasty and incompetent legislation would disappear, and other important advantages be secured.

Having given a somewhat extended examination of several of the leading objects in our municipal affairs, and my views concerning them, in a former communication which I had the honor to make to the City Council, it is not necessary that I should again go over the same particulars, excepting in those cases where further and immediate attention is demanded. I will, however, improve the opportunity which this first convention of the present City Council affords, to place before you such other particulars of public interest as may seem to be worthy of your consideration, which, together with those that have been previously discussed, may afford a general portraiture of our affairs at the present moment.

FINANCES.

In proceeding to the statement of particular items, it is proper to give precedence to our fiscal affairs. The following statement, based upon the report of the Committee on the Reduction of the City Debt, will exhibit the financial condition of the city on the 24th of December, 1856, as accurately as it can now be presented; and, also, this condition compared with the corresponding period in 1855.

December 24th, 1855.	The funded City Debt was,	\$1,838,688 66
	Unfunded do	459,500 00
	Total City Debt,	\$2,298,188 66
	Funded Water Debt,	5,356,961 11
	Total Consolidated Debt,	\$7,655,149 77
December 24th, 1856.	The funded City Debt was,	\$1,880,288 66
	Unfunded do	751,400 00
	Total City Debt,	\$2,631,688 66
	Funded Water Debt	5,229,961 11
	Total Consolidated Debt,	\$7,861,649 77
The above statement shows an increase		
	in the City Debt of,	\$333,500 00
	And a decrease in the Water Debt of,	127,000 00
Leaving an increase of the Consolidated		
	Debt amounting to	\$206,500 00

THE FOLLOWING TABLE EXHIBITS THE MEANS OF PAYMENT:

Dec. 24th, 1855.	Cash on hand,	\$520,627 72
	Bonds and Mortgages,	652,218 54
	Total,	\$1,172,846 26
Dec. 24th, 1856.	Cash on hand,	\$594,940 35
	Bonds and Mortgages,	556,537 50
		\$1,151,477 85
	Showing a decrease of means of	\$21,368 41

RESULT:

Increase of Debt,	\$206,500 00
Decrease of Means,	21,368 41
Net increase of Debt,	\$227,868 41

Of this increase of debt, all but \$56,500 has been applied to the liquidation of debts incurred by preceding administrations, and not provided for by them; and of this sum, even, \$20,500 have been appropriated for the settlement of nine law suits, which have been the subjects of long and expensive litigation, with the prospect of ultimate verdicts against the city. The remaining \$36,000 have been expended in rebuild-

ing the Federal street Bridge, leading to South Boston, \$6,000 of which will be returned to the treasury by the Dorchester Avenue Railroad Company, under an agreement made with that corporation. The actual addition to the debt by the government of last year, is, therefore, but \$30,000, and that for a work of permanent necessity, which does not come by previous custom into the class of current expenses covered by the annual appropriations. Indeed, but for the necessity of providing large sums for obligations previously incurred and not now enumerated, this statement would exhibit a considerable reduction of the debt.

It may form a matter for your consideration, how far this indebtedness shall be allowed to increase; and if it shall be checked, by what means such a result shall be accomplished. At present there are but two ways provided for reducing the debt; one is by raising by taxation \$60,000 per annum, and appropriating it to this purpose, and the other by appropriating in like manner the proceeds of the sales of the public lands. Experience has proved that notwithstanding the appropriation of \$60,000 annually to the reduction of the debt, not only this sum, but all the proceeds of the land sales, are insufficient to keep the debt from increasing. The cause of this increase is the necessity of annually undertaking enterprises which are not anticipated at the time when the annual appropriation bill is passed, and for which, consequently, special loans must be authorized; and also of providing for those permanent works which appear to be proper subjects for loans rather than for immediate taxation. To suspend these works would be a calamity greater than an increasing debt; and the proper policy undoubtedly is, to avoid alike too much parsimony and too much extravagance by making suitable provision for the public convenience and comfort at the necessary cost. The \$60,000 per annum are raised by virtue of the ninth section of the Ordinance on Finance, which requires that a sum equal to three per cent.

on the capital of the city debt shall be thus annually appropriated. This ordinance has always been interpreted as applying to the city debt proper, and not to the water debt, upon which latter nothing is raised for this purpose. I commend to your consideration the expediency of so changing the ordinance as that the requirement of three per cent. annually, or some less rate, to be paid by taxation, shall apply to the consolidated debt, instead of to the city debt only. Another means of remedying the evil of an increasing debt, would be to make special provision for the payment of all extraordinary works by instalments to be raised at intervals by taxation within specified periods from the time they are undertaken. Care should also be taken that the appropriations annually made are amply sufficient for all the purposes which can be anticipated, and that, so far as is practicable, the expenditures in each department shall be kept within its specific appropriation.

STREETS.

The great necessity of additional street enlargements continues to impress the minds of our fellow citizens, and to form one of the most important items of municipal labor. During the past winter, application was made to the legislature by the city, for the enactment of a law authorizing the assessment of estates for a portion of the benefit which they may derive from street improvements; which application was unsuccessful. I have nothing to add to the argument which has already been presented upon this subject, but I have failed to hear any satisfactory reason assigned why individual property holders should be allowed on the one hand, to delay or frustrate important public improvements, or, on the other, to share largely and immediately in the advantages of such improvements without contributing proportionally to their cost. The amount of appropriations and expenditures during the past year, for widening and extending streets, and build-

ing and repairing bridges, has been \$407,922; and yet improvements of this class are demanded by the public convenience, and if temporarily suspended, must be more vigorously prosecuted thereafter. In many of the older streets prospective widenings have already been projected, and will be gradually accomplished, through a series of years, by the process of rebuilding. There are other places where widenings should be undertaken as early as practicable, and on a scale of some magnitude, if the additional expense arising from increased valuation by delay would be avoided. But until such an act can be obtained as shall afford some relief to the city without being burthensome to the estate holders, I recommend that few of these works be undertaken, unless the abutters evince a readiness to coöperate in their accomplishment. Among this latter class, and one worthy of special consideration and endeavor, is the opening of a new avenue from the central to the southerly section of the city. The great increase of business in the vicinity of Milk, Federal, Congress and Pearl streets, with the prospect of a similar increase in Franklin, Summer, and other streets at an early period; the enlarged communication with South Boston, — one of the most flourishing sections of our territory, — together with the prospective opening and extension of Albany street, and the constantly increasing business of the great lines of railroads which terminate on the South Cove, render necessary some relief to the thoroughfares between these two sections. Various proposals have at times been suggested to this end, prominent among which has been the opening of Chauncy street, which has been accomplished; and connected therewith the widening of Hawley street from Summer to Milk street. This scheme is now rendered impracticable by the erection of an expensive structure on the corner of Hawley and Summer streets. The widening of Arch street has also its advocates. But in seeking a new avenue in this direction, it is desirable to open it not

only where it may be done at the least expense, but also where it shall be most convenient and most direct from point to point. Among all the routes yet suggested, no one seems to possess more claims than the following:—Commencing at the square in Summer street, from which radiate Summer, High, South, Lincoln and Bedford streets, pass through Winthrop place to Franklin street, cross Franklin street, and widen Odeon avenue to Milk street, and Devonshire street to Water street, thus forming a direct line from State street to the Worcester railroad, and thence by the collateral streets east of the railroads, to South Boston; and by way of Winthrop and Otis places, and Kingston and Albany streets, to the Neck lands and Roxbury. This improvement, besides affording additional street accommodations, would bring into use for business purposes a large amount of property now otherwise and less profitably employed. I have reason to believe that should this measure find favor with the City Council, they will be met in the spirit of great liberality by the merchants and property holders along the line of the proposed improvement, and that the whole may be speedily accomplished at a cost which will warrant the undertaking. Another improvement which appears to me of great importance is the widening of Tremont street from Boylston to a point beyond Pleasant street. The great increase in population within the city proper must naturally be expected in the extreme southerly part of the city, where the lands are not already fully occupied. Such has been the increase for several years past; and added to this must be the immense increase of travel to Roxbury and Brookline, creating the necessity of additional means of communication with the heart of the city from that direction.

The City Council, several years ago, with enlightened forecast and liberality, established the width of Tremont street, from Dover street to the Roxbury line, at one hundred

feet, rendering it one of our finest avenues. Washington street, between these two points, is also of great width; and between Washington street and Tremont is Shawmut avenue, which commences at the Roxbury line, with a prospect of early being continued in that city, and terminates in Dover street, where it discharges its travel to continue through Washington or Tremont street, both of which grow narrow as they approach the centre of the city. Washington street can only be widened very gradually, and probably its width will never be materially increased. From the railroad bridge to the Common, Tremont street is very narrow. On the westerly side of this street the buildings, for the most part, are of small value, and I commend to your consideration the expediency of establishing a degree of prospective widening, which shall render this portion, as fast as it shall be rebuilt, more nearly commensurate with that beyond.

Other improvements of this class, in other sections of the city, will be demanded, as opportunity for accomplishing them shall offer, prominent among which is the extension of Charles street to Leveret street, the initiative to which has already been made.

BACK BAY IMPROVEMENT.

Among the prospective improvements deserving of particular notice by the City Council, is the addition to our building territory upon the Back Bay, so called. For many years the extensive flats west of Charles street, and more recently west of the public garden, have been the subject of vexed and irreconcilable controversy. Sundry parties claimed therein rights, titles, privileges and easements of various descriptions, the fruit of occasional and disconnected legislation, which rendered the adoption of any systematic and rapid improvement of the territory impossible. As this region has long been the subject of conjectural and speculative improvement, it may be interesting to know something of the history of the city's

rights therein, the nature of the settlement which has just been accomplished, and the advantages which are likely to result from it. Not to go back beyond the point of time necessarily involved in this settlement, nor to presume to state every particular, it may be said, in general, that previous to the year 1827, the city held the fee of about one hundred acres of flats in the Back Bay; that in that year, for considerations deemed to be sufficient and satisfactory, the city ceded to the Boston Water Power Company all its right, title and interest in these lands, and received in turn, as was supposed, an easement of drainage for the adjacent lands which form, in a measure, the natural water-shed to the basin.

Among the advantages which the city was to derive from this arrangement, and probably the most important of all, was the agreement on the part of the Boston Water Power Company, that the water in the basin nearest the shore should be kept at a certain specified depression below high water mark;—an arrangement very convenient for them to fulfil, inasmuch as the action of their mills by tide water rendered it necessary that the water should always be less in the discharging than in the receiving basin, in order to secure the requisite head and fall. This depression of water in the basin nearest the shore drained sundry acres of land belonging to the city; and thereby placed them, during the continuance of this agreement, beyond the action of tide waters. This depression of the water also afforded convenient drainage for the territory adjacent to that which was exposed by it. To depress and remove the water appeared to be equivalent to raising the land; and the valuable consideration received by the city was the saving of the cost of raising all this adjacent territory by artificial means. Although this arrangement was made under circumstances of probability which justified its consummation, yet a change of these circumstances subsequently involved the city in great embarrassment and difficulty concerning the territory

in question. The embarrassment was this: The water in the shore basin being, as was supposed, permanently depressed, the grade of the streets and the elevation of the buildings thereon was fixed with reference to drainage into that basin, — a grade actually several feet below high water mark; and when buildings were multiplied largely in this vicinity, and at the same time the use of the basin by the Water Power Company became irregular and less extensive than formerly, the drainage upon these flats, and their frequent and protracted exposure, with an accumulation of animal and vegetable matter, rendered the Back Bay a nuisance, in the ordinary sense of that term, to the neighborhood and to the city. The dilemma in which the city was placed, therefore, and from which it is not yet fully delivered, is that it claimed and depended upon the right to drain into a territory which was rendered a public nuisance by the exercise of this right. In seeking relief from this dilemma, in 1850, a large sewer was laid through the portion of Tremont street between Dedham and Dover street, and through Dover street, discharging at the bridge into the eastern channel. This sewer afforded relief, and was a tolerable substitute for the Back Bay drainage; but more recently a new difficulty has arisen. The sewer under consideration discharged its contents into tide water; whereas the territory to be drained was below high water mark, and could therefore discharge only at low water. The rapid covering of the territory depending upon this sewer with houses, has so far overburdened it, that when a heavy fall of rain occurs in conjunction with high tide, there is liability to an overflow of water into these houses, owing to the incapacity of the sewer, while its sluice gates are closed by the tide. The last legislature of this Commonwealth converted the Boston Water Power Company substantially into a land company; and in connection the Commonwealth and this Company have devised a scheme of extensive improvements, by filling up

the Back Bay, and adapting the territory to building purposes.

It may here be remarked that both the Commonwealth and the Water Power Company denied that the city of Boston had any right whatsoever in this territory, not excepting even the right to drain into it; and the improvements which they contemplated were projected on a plan which disregarded such a right. By the agreement finally concluded, however, the Commonwealth and the Water Power Company have agreed to furnish the city with an artificial channel for drainage, in place of the natural one which their improvements destroy. This consists of a sewer commencing at, or near, Camden street, in the vicinity of the Messrs. Chickering's building on Tremont street, and running nearly parallel to the Providence railroad, to a point nearly opposite Dedham street; thence across the Back Bay, and discharging through the Mill Dam into Charles river.

In the opinion of competent judges, this sewer will be of ample dimensions for the purpose; it being three feet in diameter in Camden street, and nine feet at its outlet. The City, under the indenture, will build a street and sewer in continuation of Dedham street, and connecting with the main sewer at the junction of the two arms to be built by the State and the Water Power Company.

The City has also the right to enter this main and collateral sewers, *ad libitum*, at its own expense. This arrangement will afford ample relief to the sewerage of the territory included under the indenture of 1827, before alluded to, as soon as it can be carried into effect. The settlement of this matter must be regarded by all who are familiar with the subject, and by all who may hereafter investigate it, as one of the most important transactions in which the city has been concerned for many years. It has put an end to a long and harassing controversy between sundry parties, has rendered certain to the city an important and almost indispensable

privilege which has been involved in doubt, and this almost without cost to its treasury; and it looks to the conversion of an unsightly and pestiferous marsh into solid territory, to be covered with taxable property of the highest class, whose aggregate valuation will be estimated by millions of dollars. I cannot leave this subject without bestowing the highest commendation upon the liberality of the projectors of these splendid improvements. They are in keeping with the most enlightened taste, the broadest conceptions of convenience, comfort and ornament, and cannot fail to reflect lasting honor upon those by whom they are planned and executed. When the whole shall have been incorporated within our own municipal limits, and these plans consummated in spacious avenues and squares, rendered more attractive by the magnificent central street of 240 feet in width, and adorned with elegant and costly dwellings, cultivated gardens, spacious walks and carriage ways, and malls, together with all the ornaments which private wealth and luxurious taste shall bestow, this section of our city will present attractions scarcely surpassed by the most celebrated thoroughfares of the cities of the old world.

It may be proper to state, in connection with the matter of the sewerage involved in the Back Bay agreement, and which, when carried into effect, will relieve the houses built upon low lands at the south part of the city, that in the meantime some temporary means of relief should be provided for them, either by pumping at the end of the Dover street and other outlets, at certain times, or by such other means as may be preferred. This relief is due to the neighborhood in question, and I trust it will receive the earliest attention practicable. Some general law relative to the power of constructing sewers appears necessary. It has been doubted, occasionally, whether the city possesses the right to lay drains in, or through, lands which it does not own or use for the purpose of public streets or ways. Cases not unfre-

quently occur in which drains are essential not only to the convenience, but to the health of its citizens; and in a matter of so great public importance, it is reasonable that the city should have undoubted authority to take such easements in land of individuals as may be necessary in this respect, by paying therefor an adequate compensation.

PUBLIC LANDS.

The public lands have received careful and judicious management, during the past year, and the demand for lots continues unabated. There remain of these lands unsold, in the city proper, above or south of Dover street, 1,434,604 square feet, the estimated value of which is \$875,000. This is exclusive of the South Bay territory, which contains 2,267,000 square feet, the estimated value of which is \$906,800. The city also owns at South Boston, including flats and exclusive of streets, about 4,000,000 square feet of land, of the estimated value of \$1,000,000.

The proceeds of sales, during the past year, have amounted to about \$106,600. However desirable it may be to accomplish a reduction of liabilities by the sale of these lands, another advantage of almost equal importance is the increase of taxable property upon them, and the accommodation which they afford for population within the city. Since April last, — a term of only nine months, — the foundations have been laid of 175 houses, which are now nearly or quite completed, in that portion of the city between Dover street and the Roxbury line. These houses will average in value \$7,000 each, amounting in the aggregate to \$1,225,000; and if to these be added the number of houses which have been built or completed during the year, in this section only, the aggregate would not be less than 300 houses, not including wooden structures. With the view of continuing similar improvements, I renewedly commend the policy of disposing of these lands at moderate prices, with conditions for immediate improvement,

and of making no sales of land to lie unimproved for speculative investments. It is also expedient that liberal appropriations of land should be made upon the unoccupied territory for public purposes, that the streets be made of ample dimensions, and that they be diversified by parks and squares. Such a policy, I feel assured, will be found by experience to be justified not less on the score of economy than by considerations of health, recreation and ornament. And when it is taken into account that, however appropriated at the outset, the character of these lands is probably thereby determined for a century to come, the latter considerations rise to paramount importance.

By the provisions of an ordinance recently adopted, the management of this great land interest will hereafter be guarded by a somewhat permanent Board, whose constitution secures the aid of experience in the management of its details, and yet leaves the determination of all results to the government of each current year.

SOUTH BAY.

The tract of land known as South Bay territory and which lies east of Harrison avenue, and between Malden and Chester streets extended, has for many years occasioned great expense, and much embarrassment. In April, 1848, a contract was made by the city for filling up these flats, which work, with some interruptions, much controversy, change of plans, &c., has been prosecuted until the present time. Much money has been here expended to little benefit; the reasons for which are too numerous and too complicated to admit of brief statement. I am happy to be able to say, however, that the work is now progressing upon a plan which promises sufficient stability when completed, and there is reason to hope that it will be finished during the coming season. When completed, one demand for considerable expenditure will cease, and these lands will be a source of income. They

are of great extent, and will afford excellent wharf accommodations for vessels of small draft, and also accommodations for buildings for mechanical and manufacturing purposes, for which they are well adapted.

PUBLIC INSTITUTIONS.

I approach the subject of our public charitable and reformatory institutions with some embarrassment. While we enjoy a reputation in this department, transcending that of any other city on this continent, if not in the world; and while there is much which is worthy of high commendation; it cannot be disguised, that this very reputation may induce a spirit of complacent and contented apathy, which is at war with a healthy progress in this direction. The most remarkable phase which our institutions at present afford, is the paramount provision which has been made for crime, rather than for misery and misfortune, — the result, it may be feared, of a sickly and sentimental sympathy with the lot of those who are overtaken in their warfare upon the best interests of society, and who are therefore made the subjects of that discipline which the experience of all mankind declares to be necessary, and according to which all systems of rewards and punishments must be interpreted. While we have a structure of surpassing elegance and comfort, erected and furnished at immense cost, as a house of detention for criminals; and a large investment in almost equally elegant and comfortable Houses of Correction, of which too, we have duplicates, one at South Boston, and one at Deer Island; the honest poor, the virtuous sons and daughters of misfortune, helpless infancy and equally helpless old age not excepted, may be found huddled together in temporary wooden buildings, insecurely constructed for protection, either against the inclemencies of winter, the oppressive heats of summer, or the constant peril of conflagration; and even these accommodations are divided with those who are sentenced to the

institution for criminal offences. Such a condition of things in our pauper department is not in keeping with the intelligence and moral sense of this community, nor with that bounteous liberality which in this and other particulars, has always characterized the people of Boston.

It is due to truth and to the public reputation to say, that this state of things is the result, not of design, but of accident; that it has arisen mainly from a change in the amount and character of immigration, and from a change in the policy of the Commonwealth respecting the support of its own paupers; neither of which changes could have been anticipated, and for neither of which were our pauper arrangements adapted. There is now no reason for continuing these unsuitable and inadequate accommodations for the poor. Doubtless other provisions would long since have been made, but for the differing policy and views of succeeding municipal administrations, and the real difficulty of so comprehending the actual necessities of each department of our institutions, and so arranging and disposing of the property at present appropriated to their use, as shall be justified by future wants and experience. Under the head of Public Institutions we embrace the House of Correction, the House of Industry, the House of Reformation for Juvenile Offenders, and the Lunatic Hospital. Appropriated to the use of these institutions are the whole of Deer Island, and 987,745 square feet of land at South Boston — being at least twice as much land as is necessary for this purpose. At South Boston are an old stone building, formerly used for an Almshouse, the Insane Hospital, the House of Correction, and the House of Reformation. Of these, the old Almshouse is vacant and unsuitable for its former purpose. The Insane Hospital is well located, of sufficient capacity for present purposes, and though not a model building, has, on the whole, but few deficiencies, and those not of the most important character. The House of Correction buildings are of sufficient capacity and are well

arranged and convenient. The House of Reformation is not well located for such a purpose, and its capacity is insufficient. At Deer Island are the residence of the Superintendent, who is also Port Physician, the temporary buildings for the Almshouse, and a massive and extensive brick structure built for an Almshouse, capable of accommodating not only our local poor, but a large number of State paupers, now withdrawn. This building has been in part altered within two years into a House of Correction, and is at present under the control of the Board of Overseers of that Institution. The original cost of this building and the subsequent alterations upon and within it amount to not far from \$350,000. This large property has long stood idle, and is now appropriated to no use whatever. Much of the property within it is of a character to be rapidly impaired, such as the numerous and valuable locks upon the cells, the apparatus for heating, &c., besides the general and gradual decay of the whole edifice, for want of those small repairs and that constant attention which ordinary use would secure to it. The cost of this building at Deer Island, is probably nearly equal to the value of the buildings at South Boston. No argument is necessary to demonstrate the absurdity of keeping property of the value of several hundred thousand dollars, appropriated to those institutions in each locality, one-half of which will remain year after year unoccupied, and with no prospect whatever that both will ever be required for one and the same purpose. In my former communication to the City Council, I recommended the consolidation of the government of these several institutions, which are now under different supervision, into one Board, in a manner and for considerations then set forth. One of the greatest services to be sought under such a Board as is there recommended, is a judicious and impartial disposition of the surplus property in this department, and the adoption of some policy according to which future wants therein shall be supplied and improve-

ments made. The House of Correction being a County Institution, an act of the Legislature will be necessary to effect this consolidation; and I recommend that the requisite application be made at the ensuing session. Should it be deemed inexpedient or impracticable to effect this new organization, I may take occasion at an early period to submit further considerations to the City Council respecting the disposal of these institutions. And I now recommend to your investigation, the expediency of removing the paupers at Deer Island, and also the inmates of the House of Reformation, into the unoccupied wings of the brick building, either permanently or until other accommodations can be provided. To the fidelity of those who are intrusted with the supervision and internal management of these institutions, I am happy to improve this opportunity to bear full and unqualified testimony. Neither the several Boards of Overseers, nor the heads of the respective houses have been wanting in the diligence and good judgment which are so essential to the accomplishment of the most beneficial results. Long and valuable as have been the labors of some of their predecessors in these offices, the places have never been filled by those who brought more intelligent, disinterested, and painstaking devotion to their duties, than the members of the present Boards.

The House of Correction continues to sustain its high reputation, in point of order and discipline, as a model institution, and commands the commendation of visitors at home and from abroad. In its present inadequate and unsuitable accommodations, the House of Industry preserves its accustomed order and neatness, with the evidences of all the incidental appliances for the relief and comfort of its inmates, which an intelligent and humane supervision can devise.

Under the arrangements made by the Commonwealth for supporting its own paupers, its lunatics were included, and a large number of those who were formerly State charges in the

Boston Lunatic Hospital have been withdrawn. Should the remainder be also withdrawn, there will be room which might be occupied by paying patients, whose support would aid in defraying that portion of the expense of conducting the institution which has hitherto been derived from the State charges.

Under the light which advancing science and experience have shed upon the subject of insanity, within the past few years, a system of treatment has been here introduced which has been followed by the most gratifying results. The cottage building, so-called, which was formerly filled to excess with violent and furious patients, is now empty. One by one its pitiable inmates have been redeemed from the solitary cell and introduced to the kinder sympathies and associations of the general household. In no instance has it been found necessary, permanently or frequently, to return a patient to the cell, and several who had been in confinement for years have perfectly recovered and have been discharged from the institution, and others have so far recovered as to be sent to their homes or to be given up to their friends.

The general condition of the inmates is in the highest degree encouraging. They have been free from all epidemics, and there have been but few deaths from acute diseases during the year. Various means of alleviating the monotony of their confinement have been introduced, by which great relief is given, both to body and mind, the effect of which is clearly visible in the general health and contentment of the inmates.

FREE HOSPITAL.

In connection with the subject of Public Charitable Institutions, I beg leave to call your attention to the need of a free hospital within the limits of the city. There are within our borders many persons of intelligence, industry and good habits, and well able while in health to sustain themselves

respectably, but whose income is not sufficient to enable them to accumulate funds against the emergency of sickness, requiring a suspension of labor. There are others who, by reverses of fortune, sudden or gradual, find their pecuniary position changed, without experiencing a corresponding change in their tastes and sensibilities; and who, when overtaken by sickness, have no other alternative than the almshouse, or to meet their fate in obscure and hopeless poverty, preferring even death to the sacrifice of an honorable delicacy in making appeals to private charity. There are others still, who by accident are placed in need of comforts and medical advice which their means and homes cannot afford; to whom may also be added the destitute stranger, and children who require temporary advice and support, and females in the various conditions of destitution and sickness to which their sex is liable.

A very large number of applications are annually made at the office of the Overseers of the Poor and of the House of Industry, for such assistance as a free hospital alone can afford; and the physicians of the Dispensary and the officers of the many private charitable institutions and associations report many more; evincing the fact that hundreds of cases arise every year, but few of which can be met by the free beds at that excellent institution, the Massachusetts General Hospital.

Such hospitals exist in all the large cities of Europe, and there is hardly a city in America of the same magnitude as Boston, which does not possess one or more. I have reason to believe that some of the existing charities might be consolidated into one general institution of this character, should it receive your favorable consideration; and I herewith transmit a memorial from several of the leading physicians of the city, giving their opinion of the necessity and value of such an institution, with such other information as may elucidate the whole subject.

THE PUBLIC SCHOOLS

Can never fail to be objects of primary importance in a community which is filled with examples of their beneficence and power. Every day's observation and experience, and the comparison of the highest efforts which have been made, at any period, to elevate the general condition of society, press home more strongly than before, the truth that in the education and discipline of the mind and the heart is to be found the true basis of individual and national character. The continued interest of all classes of our citizens in the liberal support of the public schools, and in the maintenance of the meritorious character which they have hitherto sustained, is sufficient evidence that their value is universally appreciated, and that those who are charged with their supervision and management will receive cordial coöperation, and be held to high responsibility.

The City Council has little of this responsibility, beyond making the requisite provisions and appropriations for the support of the schools, and furnishing them with suitable buildings for their accommodation.

Under the progress of a new system of organization of the Grammar Schools, — a measure rendered necessary both for economy in current expenses, and by the claims of good discipline, — large outlays have been made during the last few years in new grammar and primary school-houses and apparatus. It is probable that further outlays for the former will be small for some time to come, and that the demands for the latter class will be chiefly in those localities, where new communities are forming, and to supply the want which may arise from the gradual increase of population elsewhere.

During the past year the Superintendent of Schools who has filled the office from its establishment, and who has enjoyed high reputation in educational circles, has resigned his situation; and the vacancy has been filled by the election

of a gentleman of great practical and professional experience in school affairs, who comes to us fresh from an extensive field of similar labor, where he has achieved honorable distinction. The Report of the School Committee, which has just been issued, exhibits the condition of the Schools to be vigorous and progressive, and points out sundry methods of increasing their usefulness and of guarding them against those evils to which, without perpetual supervision, they may become exposed.

THE PUBLIC LIBRARY.

This noble institution, alike the object of the liberality and of the growing interest of our community, is fast assuming its position as one of the most important of our permanent educational facilities. The bounteous liberality of its greatest benefactor continues to flow into its halls in streams of undiminished magnitude, forming a fountain of knowledge, pure, inexhaustible and free to all. Its several departments are under the immediate supervision of gentlemen of pre-eminent ability, who devote themselves with ceaseless watchfulness and diligence to the details of its affairs, and perform a vast labor, the amount and great value of which can be appreciated by those only who enjoy opportunities for personal observation of the affairs of this institution. Apart from the value of the library as a city institution, it is rapidly assuming importance among the book collections of the country, both on account of the number and value of its volumes.

The rooms are the resort of persons of all classes, and the experiment thus far made of the need of such an institution in a large and educated community is already demonstrated. The new library building is approaching completion, and will doubtless be ready for occupancy during the present year, and I commend to your favor whatever appropriations may be required to render its usefulness speedily available.

THE FIRE DEPARTMENT

Continues to be efficient, orderly and well managed, in every particular. It is happily free from a class of difficulties which have not unfrequently attended the existence of similar organizations in other large cities, and, including the Fire Alarm Telegraph, the system of means brought into requisition from the discovery of a fire until it is extinguished, is as nearly perfected as appears to be practicable, until some new agencies for this purpose shall be discovered.

Frequent applications have been made during the past year for information respecting the plan of organization of this department, and it has received marked commendation from experienced persons, who have investigated it, from various parts of the world. The Department numbers about 600 members, divided into twelve Engine Companies, three Hook and Ladder Companies, six Hydrant Companies, and the Company attached to the steam fire engine. Each of these companies is furnished with its appropriate apparatus.

The steam fire engine, purchased in 1854, has been brought into use during the past year, on all occasions when it could be of service, and when it was in working order. The value of steam fire engines has been tested in some other cities with much greater success than with us, and in those places the use of them and their sufficiency has ceased to be a matter of experiment.

In order to secure the full advantage of such apparatus, it must doubtless be sought in engines of less weight than the Miles Greenwood, with as much simplicity of construction as can be attained.

It has been suggested that additional protection against fire might be secured by introducing hydrant pipes into the walls of buildings, with inlets at each story, to which hose should be constantly attached, and that such an apparatus would be especially valuable in some of the extensive and lofty ware-

houses now building, and which for the most part are located in those portions of the city where hydrants could be made available in advance of the arrival of the Fire Department.

Within a few weeks past the department and the city have sustained a mournful loss in the death of Mr. Elisha Smith, Jr., its intelligent and intrepid Chief Engineer, who distinguished himself not less for valor in the hour of peril, than for impartiality in advice and discipline. As a citizen he enjoyed the respect and confidence of his acquaintance, and he well deserved the high esteem which was universally accorded to him by a community deeply interested in the competent discharge of the duties of his office.

POLICE.

No department of the government is of higher importance than that which is vested with authority to execute its laws, and which is entrusted with the general guardianship of life and of property, by day and by night. To discharge the duties of a police officer with success, and with safety to the rights of the citizen, requires a combination of qualities of a much higher order than is commonly estimated. Intelligence, good morals, promptness and efficiency of action, and that practical good sense which dictates the performance of the right act at the right moment, can nowhere find an ampler service than in the police. And I take this opportunity to protest against the prevailing habit of our fellow citizens of pressing the government for the appointment of persons to this service who possess none of the qualities above enumerated, but who seek the office simply as a means of support. It is the solemn duty of the appointing power to disregard such applications, and to seek the efficiency of the department, independent of eleemosynary or personal considerations. The department generally is in good condition, and no improvements in the plan of its organization have been suggested.

It is proposed to make such change in the appointment and regulation of that part of the police holding special warrants, as shall bring them more directly into the service, and render them responsible for the nature and amount of their duties, and for their personal conduct while in the discharge thereof, to the head of the department. The practice which has obtained for several years past, of investing persons with police authority outside of the department, with permission to dispose of their services where they can obtain the highest compensation, is false in theory and liable to bring the officer into trials of integrity between interest and duty. No police officer should ever be placed in such a position as that the law to which he owes solemn allegiance at all times shall be a trust convertible to his convenience or profit.

WATER.

The great luxury of a full supply of water, and the sanitary advantages which are derived from its general use, and its value as a means of protection against large conflagrations, are liable to be undervalued in the abundance of their common enjoyment. It is desirable that the water should be universally diffused, not only for the considerations named, but that the income of this department may be increased. The whole number of water takers at present is about 21,400—an increase of 1400 since Jan. 1, 1856. The average rate of interest paid on the water debt is about 4.9 per cent.; and for the first time since the construction of the water works, the receipts during the past year have nearly or quite equalled the interest on the debt; and it is confidently expected that during the present year the amount of receipts will considerably exceed the interest. It seems to be absolutely necessary to impress upon our fellow citizens, by some means, the necessity of guarding against the great waste of water during periods both of extreme heat and extreme cold. The average daily consumption through the year is about 12,000,000

gallons per day; yet on several days in the last month, the consumption exceeded 15,000,000 gallons, and on one day it reached nearly 18,000,000 gallons. During the continuance of this extreme waste, all the reservoirs of the city are entirely drained, and the residents of the higher parts of Beacon Hill, and of East and South Boston, are without water. In their last report, the Water Commissioners estimated that of the whole amount of water brought into the city, at least one-half is absolutely and unprofitably wasted. It is apparent that this waste must be materially checked, or recourse must be had to the alternative of constructing another main to the Brookline Reservoir, the cost of which would be some \$400,000.

The construction of this main would, of course, destroy the equilibrium between the interest and the income, and render hopeless, for years to come, the prospect of reducing the capital of the debt from the receipts of the department.

COUNTY AFFAIRS.

In the remarks which I submitted to the City Council last year, upon the subject of our County expenses, I called attention to the heavy and unequal burthen imposed upon the city by the Act of the Legislature establishing the Superior Court of the County of Suffolk; and I then stated that by that act the entire expense of the newly created Court, and of the Municipal and Police Courts, about two-thirds of which had heretofore been paid by the Commonwealth, would thereafter be required of the city of Boston, thereby adding to the amount which it had paid for the support of Courts and the administration of justice, the sum of fifty thousand dollars annually, or thereabouts; and imposing upon it, as representing the County of Suffolk, a burthen which was imposed upon no other county in the Commonwealth. These remarks were predicated upon a construction given to the act by those most active in procuring its passage, and which, so far as my

information extends, had been universally acquiesced in by the legal profession and by all whose duty had led them to interpret it. The apparent inequality and hardship of this legislation was so great and so unreasonable as to lead to a careful and critical examination of the whole subject, with a view to adopting proper means of relief. I am happy to be able to say that such examination has resulted in the removal, to a considerable extent, of the grounds of complaint which were then supposed to exist. By the just, and as it now appears, obvious construction of that act, the Commonwealth will continue to pay the same proportion of the expenses of the administration of the criminal law in this city which it has heretofore paid; and the only inequality to which this statute subjects the city, is in requiring it to pay all the expenses of the Superior Court of the County of Suffolk, and at the same time to contribute to the payment of the expenses of the Court of Common Pleas, which now renders no service whatever in this county, to the same extent as it contributed when that Court held almost continuous sessions here, and its Justices were, *ex officio*, Justices of the Municipal Court. This inequality, however, is relieved, in part, by the surrender to the city of that portion of the fines, forfeitures and costs accruing in the several courts in this city, which were formerly paid to the Commonwealth. The amount of these fines, &c., varies from time to time, and depends upon too many contingencies to be accurately stated. While it cannot be expected to be large enough to defray all the additional expenses imposed by the act establishing the Superior Court, yet it may be hoped that so much may be derived from these sources, that the balance shall not be burthensome to the City Treasury.

In other respects our county expenses have assumed no new aspect. The city of Boston continues to defray, from its own treasury, all the charges upon the County of Suffolk, leaving the towns of Chelsea, North Chelsea and Winthrop

in the full enjoyment of all our county institutions, without contributing to their support; while, according to the ratio of population, more than ten per cent. of these expenses should be borne by them.

With these considerations, gentlemen, I assume with you the duties and responsibilities of another year of municipal labor; and I invoke to our councils the spirit of harmony and mutual regard, giving you, also, the assurance of my constant and cordial coöperation in all measures which shall promote the honor and prosperity of our city, and enhance the happiness and sustain the reputation of a liberal, refined and progressive people.

THE
INAUGURAL ADDRESS
OF
HIS HONOR FRED. W. LINCOLN, JR.
MAYOR OF THE CITY OF BOSTON,
TO THE CITY COUNCIL,
JANUARY 4, 1858.



BOSTON :
GEO. C. RAND & AVERY, CITY PRINTERS,
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1858.

ADDRESS.

Gentlemen of the City Council:

WE have assembled this morning under the happiest auspices to inaugurate a new administration for the control and government of our municipal affairs. We have been selected and set apart by our fellow-citizens for the performance of certain specified duties, the faithful discharge of which will redound to our own honor, and promote the comfort and happiness of the community in which we live.

These official trusts are not of that character which fire the ambition of those who aspire to political fame, but they are none the less honorable on that account. It is not our fortune to act a conspicuous part in public affairs or to wield the destinies of nations, but to contribute in an humble way to the safety of persons and property immediately about us. We are to aid in the quiet, unobtrusive duties of common life; to exercise a direct influence upon financial prosperity and individual comfort; to provide by our appropriations for the education of the young, and the sustenance of the worthy poor; to furnish the means for the security of our dwellings from the rage of the elements and the crimes of lawless men; to promote Christian morality and social order; in short, all those instrumentalities which make a people happy, or add to the enjoyments of our loved ones at home, are within the sphere of our authority, demanding our utmost exertions and zealous care.

Our natural geographical position is of the highest order in the relative rank of cities. Bordering on the Atlantic, the great maritime highway of the world, we have a harbor

unsurpassed in its conveniences, connecting us by our foreign commerce with all nations, while upon all other sides we are surrounded in the immediate vicinity by a belt of flourishing cities and towns, and through the system of internal improvements which centre here, we are linked with that great West which is developing so rapidly its wonderful physical resources.

Our people, when we take into consideration their number, are singularly homogeneous in character. The influence of Boston has always been on the side of loyalty to law, sound morality, and the highest Christian civilization. The old stock and blood, which in the early colonial times and during the struggles of the revolutionary era gave it its historical renown, is still with us, improved and invigorated year by year by those fresh and earnest spirits who, coming from the more quiet sections of our country, here find a field for the exercise of their talents, and are instrumental in giving to the city that love of enterprise and intellectual activity which have made our metropolitan life so distinctive and peculiar in its character.

The pecuniary pressure and panic which have lately affected the whole business world, have had an influence upon us, as upon every other commercial and manufacturing community; but it has only served to show how solid were the elements of our prosperity; and though fortunes may have vanished and disappeared, yet the great mass of our business men still retain unimpaired their high character for integrity and moral worth.

Our population has gone through this crisis without any breach of the public peace, or the least symptom of turbulent feeling. If deprived of work, idleness did not breed discontent, or show itself in any excited action against institutions or individuals. Forced by the proceedings of the banking institutions of a sister city, our own banks, as a matter of self-defence, suspended specie payments; but no confusion

followed, their bills passed with equal currency from hand to hand, and confidence in their soundness was never for a moment lost.

We enter upon a new year with brighter prospects, profiting, it is hoped, by the experience of the past, and looking forward to the time, not far distant, when all classes will again be engaged with renewed vigor in the various channels of trade and industrial effort.

The charitable, philanthropic and literary institutions, whether supported at the public charge or by private munificence, which have done so much for the material comfort and mental training of our inhabitants at home, and the credit and reputation of our city abroad, are as prosperous now as at any previous period in our history; health and peace reign within our borders, and never before had we greater cause for gratitude to the Giver of all good, or could we more truly exclaim, in the words of the inspired writer, "our lines have fallen in pleasant places; yea, we have a goodly heritage."

Having thus briefly alluded to the position of our city and the character of its inhabitants, custom and the proprieties of the occasion require that I should make a few suggestions in regard to some of those subjects which will engage our attention during the coming year.

It would be presumption in me, however, to go into details, or make any elaborate remarks upon topics with which a portion of you are already much better acquainted than myself. The good people of our city, with more unanimity than is usually exhibited in a sharply contested election, have by the return of so many members of the last government signified their approval of its leading measures. Many of these measures are but partially completed, and it will be our duty to carry them forward in accordance with the original designs.

There are other subjects of equal importance which have already received the attention of the last Board, but without

any definite action on their part. These will require patient investigation and the calmest judgment which can be brought to their consideration.

Pardon me if I make the suggestion that this is not the time, nor does the exigency of the public service require, that any new schemes should be entertained for the expenditure of the public money. We must, of course, keep up with the progress of the age, the increase of our population, the expansion of business relations, and the natural development of our resources; but in a season of pecuniary embarrassment like that through which our citizens are now passing, when there is a general complaint of the high rate of taxation, it becomes us, their servants, to pause, and to incur no expense but such as the actual necessities of the city require. So far as we can understand the sentiments of our constituents, they do not expect any radical change of measures, or the inauguration of any new system for the conduct of our municipal affairs. If abuses are found to exist, they are to be speedily remedied; if incompetent men are holding official trusts, they are to be at once removed. It should be our endeavor to make as harmonious and efficient an administration as the circumstances of the case will permit. The right man at every post, knowing but one thing — his duty — and doing that regardless of personal consequences.

The short time that has elapsed since I was so unexpectedly called, by the suffrages of my fellow-citizens, to assume the position which I occupy, has not afforded me the opportunity of becoming acquainted with the several departments of the public service, or given me the assurance to commit myself at this time to the recommendation of any specific measures for the public welfare. Honest and well-meaning men often press with much pertinacity a darling project, which to them seems of vital importance, but which would lose its relative value, even to themselves, were they placed in a position where other great interests were also to be con-

sidered. This, I confess, is my situation. I have opinions, decided opinions, upon many matters affecting the city's interests; but I shall not act upon them, in my official capacity, until I gain that light which such a position naturally furnishes.

The heads of the several departments and important committees of the last Council have kindly furnished me with information upon the various matters under their care; but I shall not trespass upon your time by their rehearsal, as you will soon be in possession of more full and complete knowledge from the annual reports, some of which have already been made, and others are to be immediately submitted on the commencement of the official year.

It is enough for me to say, at this time, that I think our citizens will be exceedingly gratified by the state of affairs which they will present, and that generally it will be found that the confidence which was placed in our immediate predecessors has not been forfeited, or the powers delegated to them been used in a manner detrimental to the public interests.

In regard to the financial condition of the city, there is some difficulty in presenting a clear and perfect statement, from the fact that the commencement of the Municipal and Financial years are at different periods. In addition to this, it should be remembered that the cost of many important works, initiated and authorized by one administration, has to be met in a great degree by a succeeding government.

If we should take an account of stock like a private individual, appraising our property at its real value, its cost, and offsetting that by our debts, it would be found that there was a handsome balance remaining. The apprehensions of the most timid as to our solvency would be quieted; and we should exhibit as sound a condition in regard to our financial affairs as any municipality in the world. To be sure, we owe a large debt; but we have something real and tangible for it.

The money has not been squandered like the spendthrift's, or sunk in the sea like an unfortunate mercantile venture.

Our water-works, school-houses, and public buildings of all descriptions, have an intrinsic value in themselves. They are necessary for carrying out the very purposes for which our government was established; but as they are permanent in their character, for posterity as well as ourselves, it is unjust that the present generation alone should be taxed for their cost.

The public lands, if properly managed, will long be a source of revenue. They are of value to us even after we have parted with them, and the proceeds placed in the Treasury. Although we may lose our title to them as a part of the public domain, yet they become of enhanced importance, as the new proprietors will furnish a larger amount of taxable property from which we can draw the means for the support of government.

The following statement, prepared at the Auditor's office, shows our financial condition this day: —

The City Debt (<i>exclusive of the Water Debt</i>) at the beginning of the present financial year, 1st of May last, as reported by the Auditor, was	\$2,227,338 66
The Water Debt at the same time was	\$5,031,961 11

Total,	\$7,259,299 77
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Since that time there has been charged off on the Auditor's book as follows:

Payments on the City Debt	\$17,500
Payments on the Water Debt	31,000
	<hr/> 48,500 00

And there has been added *Funded Loans* to the amount of 756,700 00

Making the total of Funded Debt at this time,	\$7,967,499 77
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<i>Amount carried forward,</i>	\$7,967,499 77
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<i>Amount brought forward,</i>	\$7,967,499 77
<i>To this amount should be added payments made and to be made on loans authorized, but not yet negotiated, estimated at</i>	455,500 00
Making a total consolidated funded and unfunded Debt of	\$8,422,999 77
Of which the Debt of the City proper amounts to	\$3,421,038 66
And the Water Debt to	5,001,961 11
	<u>\$8,422,999 77</u>

The means of payment are :

Balance to the credit of the Committee on the Reduction of the Debt, on the 1st of May last, deducting the payments on the Debt since that time,	\$465,753 29
Cash received since that date on account of sales of Public Lands, and on Bonds and Mortgages,	134,947 24
Do. from this year's Taxes, being the amount especially appropriated for this object,	80,000 00
	<u>\$680,700 53</u>
Bonds and Mortgages,	553,162 29
	<u>\$1,233,862 82</u>
Gross Debt, as above stated,	\$8,422,999 77
Means of Payment,	1,233,862 82
Net Debt at this time, (2d January, 1858,) . . .	<u>\$7,189,136 95</u>
Of which the Water Debt is	\$5,001,961 11
Balance,	2,187,175 84
	<u>\$7,189,136 95</u>

I have already, gentlemen, taken up more time than I intended in presenting for your consideration those suggestions which I supposed might be pertinent to this place and occasion. As opportunities occur, or as I become more conversant with our affairs, it will be my pleasure, as it is my duty under the charter, "to communicate such information, and recommend such measures, as may tend to the improve-

ment of the finances, the police, health, security, cleanliness, comfort and ornament of the city."

While to you belongs the legislative department, the enactment of wise laws, the selection of many of the most important ministerial officers of the government, the raising of the public money, and its appropriation to legitimate purposes, it is my charge, as the chief executive officer, "to be vigilant and active at all times in causing the laws to be duly executed and put in force, to inspect the conduct of all subordinate officers, and, as far as it may be in my power, to cause all negligence, carelessness and positive violation of duty to be duly prosecuted and punished."

We enter upon our duties at an epoch in the history of the city which demands for its rulers the strenuous endeavors and the most patriotic devotion of its best men. It may be that we are not equal to this trust, and that our citizens will be disappointed in their expectations; but one thing is certain, that we have the power to consecrate such abilities as we do possess to its services, and to leave the government to our successors with clean hands, and consciences void of offence.

While faithful in all public matters, let us see to it that our own private walk and conversation be such as to excite to emulation. Let us not be false to the high position in which we have been placed as the guardians of the public morals, and the exponents of correct principles. The oaths we have now taken have not only been entered upon our journals and witnessed by this assembly, but are recorded on high. We have solemnly invoked the presence of the Supreme Ruler to hold us accountable for the purity of our motives, and the spirit which shall govern our acts. Let the hallowing influence of this service extend through all our deliberations, and in every path of official duty, so that if we should fail to receive the applause of our fellow-men, we may receive the approbation of our God.

THE
 INAUGURAL ADDRESS
 OF
 HIS HONOR FRED. W. LINCOLN, JR.
 MAYOR OF THE CITY OF BOSTON,
 TO THE CITY COUNCIL,
 JANUARY 3, 1859.



BOSTON:
 GEO. C. RAND AND AVERY, CITY PRINTERS,
 No. 3, CORNHILL.
 1859.

ADDRESS.

Gentlemen of the City Council :

IN conformity with the expressed will of the citizens of Boston, we have assembled in this hall, to inaugurate a new government, which shall control the municipal affairs of the city for the present year.

We have been selected from different classes and avocations in life, from various interests and callings, and from all portions of the city, to administer in behalf of the people a great governmental trust.

The city, which it is our privilege to represent, has an honored name and reputation in the past: our own actions and policy should add to its renown and character in the present, and will have an influence in shaping its destinies for the future.

We, each and all, have taken a solemn oath to be true to the obligations which our position imposes — personal aggrandizement or private interests have no right to enter these walls. We are not acting for ourselves, but for others, and for a constituency who will jealously scrutinize our labors. Our task will be easy, and our path of duty clear, if, with a single eye, we are true to the interests of the city. If our motives are pure, our consciences and our judgment will be enlightened, and neither stain nor reproach will attach to ourselves, or to the city whose honor is in our charge.

We enter upon our duties under the happiest circumstances; no narrow partisan triumph has borne us victorious to these Council Chambers, but the electors, in their wisdom, disre-

garding in a great measure our political affinities, have placed us here together, not to carry party measures, but to guard those sacred interests which centre around their firesides, and to take such action as will foster those mutual relations which bind them to each other as friends and neighbors.

We are called to our respective positions in an interesting period in the history of the times. The commercial crisis, under which, in common with the whole business world, we have been suffering, is nearly past, and the cheering signs of returning prosperity are again gladdening the hearts of our people.

Our streets and wharves are once more becoming thronged with the busy multitude, capital is again seeking investments, thus stimulating enterprise, while the great middling interest, and the mechanic and the laborer, are rejoicing in the prospect of the slow but sure returns which shall reward their honest toils.

The year that has passed has witnessed but comparatively few serious or gross breaches of the public peace; notwithstanding our large and heterogeneous population, property and life have been nearly as safe in the city as in any rural village in the interior. The health of the city has been unparalleled. Our sanitary measures have been so effectual that no serious epidemic has sprung up within our borders, while such has been the watchful guardianship of our Quarantine establishment, that no foreign disease has been able to invade us with those fatal results which have affected other cities on the coast.

Let us, then, recognizing the blessings which Heaven has so kindly vouchsafed to our favored city, apply ourselves with due diligence to those labors which are before us.

The proprieties of this occasion require that I should present a statement of the present condition of the city, and the most important transactions of the past year.

But the limits of an inaugural address will not permit me

to go very minutely into details, or to anticipate the annual reports of the several Heads of Departments.

I shall content myself with a brief allusion to some of the most important topics, premising that I have no doubt you will be gratified with the state of affairs which will be presented in these documents, when they are laid before you.

FINANCES.

The first subject that naturally requires our solicitude at the commencement of the year is our financial condition. In a certain sense we are like any other corporation — we have a visible property, can make a schedule of our debts and liabilities, and ought to be able to show our means of payment, and the sources from which we may expect an income.

There is a just apprehension in the minds of the citizens as to the public debt, which is accumulating from year to year. There is a temptation in every administration of the City Government to make the burden of taxation as light as possible on their immediate constituents, and when there is an excess of expenditures over the income, it is a very easy matter, such is the credit of the city, to contract a loan for their successors to pay. In some cases this is justifiable, when some great enterprise is projected, from which hereafter an income can be derived, or when the expenditure is for that class of public works so permanent in their character that posterity, as well as the present generation, shall receive its benefits. But in the ordinary routine of official duty, such a course is unwise and unjust; our current expenses each year should be met by those who are enjoying the good they secure.

A timid policy in regard to the prompt payment of our necessary expenses will not be justified by our citizens, for we live in a community who are willing to pay for what they enjoy. If we compare our rate of taxation with other large cities in the Union, or with the thriving cities and large

towns in our immediate vicinity, it will be found that it is not exorbitant, when we consider the great advantages which a residence in our favored city brings to every citizen.

With these few suggestions, I submit for your consideration an abstract from the books of our careful and accurate Auditor.

The City Debt (<i>exclusive of the Water Debt</i>) at the beginning of the present financial year, viz.: 1st of May last, as reported by the Auditor, was . . .		\$3,376,238 66
The Water Debt at the same time was . . .		4,724,961 11
Total,		<u>\$8,101,199 77</u>

Since that time there have been the following changes, viz.:

City Debt. — Payments nothing, as nothing has become due.

There has been added the sum of	\$832,350 00
The amount 1st of May, as above, was	3,376,238 66

Making an <i>apparent</i> funded City Debt of	<u>\$4,208,588 66</u>
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Water Debt. — The amount on 1st of May, as above stated, was	\$4,724,961 11
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Add for new water main,	400,000 00
	<u>\$5,124,961 11</u>

Deduct payments since May 1,	170,500 00
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Leaving an <i>apparent</i> Water Debt of	\$4,954,461 11
And a Total Debt of	<u>9,163,049 77</u>

With regard to the Water Debt, it should be observed that all the payments which have been made to reduce that debt below the actual cost of the Water Works have been only so much transferred from the Water Debt to the City Debt, as the Water Works have contributed nothing towards reducing the cost — their income, from all sources, not being sufficient to meet the interest on the cost, including extensions and the expense of carrying on the works.

The account should therefore be stated as follows:

Total amount of Debt as above stated,	\$9,163,049 77
Less cost of Water Works, as per Auditor's Report,	
No. 46, p. 203,	5,755,952 05
Add new main,	400,000 00
	<hr/>
	\$6,155,952 05
	<hr/>
Real City Debt,	\$3,007,097 72
Real Water Debt,	6,155,952 05
	<hr/>
Total as above,	\$9,163,049 77
	<hr/>

This difference of \$1,201,490.94 between the *real* and the *nominal* Water Debt, has been paid out of city funds, and has consequently created an apparent increase of the City Debt, and an apparent reduction of the Water Debt to that amount.

The gross Debt as herein stated at this time, is . . .	\$9,163,049 77
Same at this time last year,	8,422,999 77
	<hr/>
Being an increase of	\$740,050 00
	<hr/>

The means of paying the debt are:

Balance to the credit of the Committee on the Reduction of the Debt, on the 1st of May last, as reported by the Auditor,	\$577,028 25
Annual appropriation from Taxes the present financial year for this purpose,	105,000 00
Cash received on Bonds and Mortgages,	199,480 28
Cash received on sales of Public Lands and other city property,	38,248 72
	<hr/>
	\$919,757 25
Less — payments on Water Debt,	170,500 00
	<hr/>
	\$749,257 25
Bonds, mortgages, notes, &c., on hand,	515,157 89
	<hr/>
	\$1,264,415 14
	<hr/>

Amount of debt this year,	.	.	.	.	.	.	\$9,163,049 77
Means on hand,	.	.	.	.	.	.	1,264,415 14
Net debt,	.	.	.	.	.	.	<u>\$7,898,634 63</u>
Amount of Debt last year,	.	.	.	.	.	\$8,422,999 77	
Means on hand,	.	.	.	.	.	1,233,862 82	
						<u>7,189,136 95</u>	
Net increase,	.	.	.	.	.	.	<u>709,497 68</u>
Amount of City Debt,	.	.	.	.	.	.	\$3,007,097 72
Means on hand,	.	.	.	.	.	.	1,264,415 14
Net City Debt,	.	.	.	.	.	.	<u>\$1,742,682 58</u>

In regard to the increase of the City Debt, it should be observed that the amount of the new loans originating with the Government of 1858, was only \$94,000. The balance was caused by measures proposed by previous administrations, which it was necessary to carry forward or consummate.

COUNTY EXPENSES.

The Suffolk County expenses are paid by the City of Boston, and are included in the amount of our annual expenditures. We have but little or no control over these accounts, as they are paid by drafts drawn by the Courts on the County Treasurer.

They have amounted for the last twelve years to over \$63,000 per annum.

The City of Chelsea and the towns of North Chelsea and Winthrop, receive their proportion of the benefit of this expenditure, without contributing anything towards it.

PROPERTY OF THE CITY.

The value of real and personal property taxed by the Assessors on the first of May was — real \$153,305,300, and personal \$101,208,800; as compared with the previous year, there was a gain in real estate, and a loss in personal property.

I am not aware that the property owned by the city has ever been appraised. I would suggest that when the Assessors are engaged the present year in taking a valuation of the property held by the citizens, they should also make an estimate of that possessed by the city and under the control of the municipal authorities.

THE FRANKLIN FUND.

The name of Benjamin Franklin is endeared to the people of Boston not only by his career as a patriot and philosopher, but by his remembrance of them in his last will and testament. By his legacy for the promotion of scholarly acquirements in our public schools, he has stimulated and fostered the love of learning in our ingenuous youth, but the other bequest for the aid of young mechanics was hampered with such restrictions that it has not accomplished the amount of good that he anticipated. The fund has been slowly accumulating, and under the charge of the estimable and public-spirited gentleman, who has for so many years acted as Treasurer, has been judiciously managed. In the Auditor's Report of last year a statement will be found of the present condition of this fund, with a recommendation, copied from one of our public presses, for its future enlargement and disposition.

I desire to call your attention to this subject, for it is one which affects the future pecuniary resources of our city. The fund is now invested at 5 per cent.; as the city is often a borrower, and sometimes at 6 per cent., it has been suggested that the fund should be invested in our own six per cent. bonds. By making this change, and adding from the treasury, or by private contributions, a sum of about four thousand dollars, the amount of the fund, with compound interest, would be equal to that contemplated by Franklin at the expiration of the first century, viz.: £131,000, or \$582,000. The city is authorized in 1891 to take £100,000, or \$444,000, to be expended in public works, while the bal-

ance is to continue at interest for another hundred years, as a nucleus for accumulation, when it is to be divided between the city and the Commonwealth.

The only drawback to this estimate is the possibility of a portion of the fund being loaned for its original purpose — to aid young married mechanics. But little difficulty need be apprehended on this score, as but seldom has the amount loaned been more than ten or twelve hundred dollars per annum. If such an emergency should occur, it will be nearly met by the donation of the balance in the hands of the Franklin Statue Committee, who have authorized their treasurer to place it in the possession of the city.

If the City Council have the power, and are disposed to make this change in the investment of this fund, I have some assurance from gentlemen of wealth and public spirit that they will contribute towards the object, so that the intentions of Franklin in this matter may be realized.

THE PUBLIC SCHOOLS.

Among the departments of the public service, designed to promote the welfare of the community, our excellent system of public instruction stands preëminent. Established by the wisdom and foresight of the founders of our city, and cherished by each successive generation with an ever-increasing interest, it still continues claiming our warmest affection and support.

A glance at the statistics of our school system will show the magnitude and importance of this branch of our municipal affairs. The average number of pupils under instruction during the six months ending on the 31st day of July, was 25,255. The whole number of teachers employed in the service is 450. The total current expenses of the public schools for the last financial year, exclusive of the cost of new school houses, were \$345,294.61.

The appropriations for the support of our educational

system have materially increased within a few years, but upon examination it will be found that this increase has been due mainly to the increase of population.

It is a remarkable fact that the number of pupils educated in our schools has more than doubled during the last sixteen years. Within that period, the cost of tuition per pupil has increased about 25 per cent., which seems to be no more than the general progress of the times and the advancing standard of education would reasonably require. During the past year, a large and commodious school house has been constructed in Ward Eleven: a similar one is now being erected in South Boston, which will be finished early in the spring, and an order has been passed for the enlargement or rebuilding of the Eliot School House in Ward One.

In addition to these, a necessity exists for a new building to replace the Quincy School House, which was recently destroyed by fire. As the city is increasing in population, with the growing wants of the rising generation, the time is not far distant when more accommodations of a similar kind will be needed.

My official position has brought me in connection with the School Committee, and it affords me gratification to be able to state, that, in my judgment, our system of public schools has never been in a more healthy and flourishing condition than it is at the present time. I can bear testimony to the fidelity, intelligence and zeal of the members of the School Committee, and of the instructors.

I trust that, with a due regard to economy and the best interests of the community, the City Council will cheerfully coöperate with those who have the immediate care and charge of the schools, in all reasonable measures for the support and advancement of the cause of popular education.

In connection with the subject of Schools, I desire to bear my testimony to the value of the services of the truant officers. This office is a peculiar one; it is separate from the

Police; it is not under the control of the School Committee, but is responsible only to the Mayor, to whom weekly reports are made.

The salutary results of these labors are discernible in the diminished per cent. of average absence from the public schools in every part of the city.

These officers investigated over 1,500 cases from January 1, to September 30. These duties are arduous and delicate, and require energy, patience and discretion. Children of vicious and degraded parents are subjected to watchfulness and wholesome restraint; many by this means are saved from vice, and will grow up good members of society.

PUBLIC INSTITUTIONS.

The Public Institutions, those particularly connected with pauperism and crime, are probably now in a better condition than ever before in our history. The plan of consolidation by having all this class of institutions under the control of one Board, which was organized by the Government of 1857, has proved so far eminently successful. Great credit is due to the Board who have had this subject in their charge, for the efficiency and zeal with which they have prosecuted their labors.

A large expenditure has necessarily been incurred for the improvements and alterations consequent upon the commencement of the system. I have no doubt that when it is thoroughly organized and all its plans consummated, the annual expenses of the present system will be much less than under the old arrangement of separate Boards for each institution.

The House of Reformation for Juvenile Offenders has been removed during the year from South Boston to Deer Island; the old buildings have been sold, and the land placed in the hands of the Land Commissioners. This change has enlarged the accommodations for vagrant and neglected youths, so that

an additional number have been rescued from the streets and the temptations of the city, and placed under that wholesome restraint and discipline which they so much needed. After remaining in the school a certain time, these boys are indentured as apprentices to some mechanical trade, until they are of age, with suitable provisions as to their education and support.

One of the most mournful facts in connection with vice in our city, is the large increase of youthful criminals. The males are provided for by the House of Reformation; a similar institution is needed for those females just commencing their career of shame. Under the present arrangement at Deer Island this class are of necessity placed with the oldest and most abandoned of their sex, and are contaminated more or less by their influence. An effort should be made to save them from the fate that eventually awaits them; some plan should be devised whereby they may be kept apart from the hardened offenders, and be brought under those influences which shall help them to reform. An institution more domestic in its management, where they can be educated and fitted for those duties which will make them good members of society, rather than outcasts, it is a duty to establish forthwith. It will not only help those who are already incarcerated and under sentence, but will furnish accommodations for many who are now strolling about our streets, just on the threshold of a life of infamy.

At the House of Correction at South Boston, the building used for the workshop has been raised, and rooms have been provided for the officers' quarters and additional shop room. The number of criminals has so increased that additional accommodations will soon be required; the criminals, averaging about five hundred in number, are, both male and female, employed in productive labor, which pays a portion of the expense of the institution, and assists very much in the discipline, good order and health of the establishment.

During the last year, the State paupers have been removed from the Lunatic Hospital to the kindred institutions under the care of the Commonwealth. This arrangement affords accommodations for paying patients; and such is the reputation of the Superintendent, that I understand our citizens are availing themselves of the privilege of placing their unfortunate friends under his charge.

The House of Industry, that portion of it devoted to the relief and maintenance of the worthy poor having a settlement in the city, has comparatively few inmates, considering the number of our population. Here the aged find a home, and are made comfortable during their declining years, while the young are provided with the care and education which the necessities of their case require.

During the past year, much progress has been made in the improvement and cultivation of the farm on the island, which, if followed in succeeding years, will tend very materially to lessen the expenditures of this department.

FREE CITY HOSPITAL.

In connection with the subject of Public Institutions, allow me to express my regret that no progress has been made in the establishment of the City Hospital.

The building, which was purchased for the purpose, now stands unoccupied. If it cannot be used for this or a kindred institution, it should be sold, with the adjacent land; for it now remains, a monument of a noble enterprise frustrated through the opposition of a portion of our own fellow-citizens.

OVERSEERS OF THE POOR.

The poor of the city, excepting those in the several public institutions, are under the care of a Board independent of the City Government. This Board is chosen by a popular vote, and its members are not responsible to the City Council, except so far as their expenditures are limited annually by

the amount which is placed at their disposal from the City Treasury.

They are also a corporation, vested by the Commonwealth with the power to hold trust funds, which they dispense in accordance with the will of those who have made them trustees.

The laws of the Commonwealth very justly provide that each town shall take care of its own poor; aliens, and others having no legal settlement, are provided for by the State, in alms-houses built for that purpose. If the Overseers of a town assist such cases, they have no remuneration, as the State does not furnish any means for out-door relief. It is exceedingly difficult to know to what extent this should be afforded. Paupers and those having no visible means of support, should be at once put in charge of the State or City institutions, while others, who are temporarily suffering through sickness or accidental circumstances, should be relieved, although they may not have any legal claim.

The subject of pauperism, particularly as connected with our large cities, is one of the most difficult problems of the times.

It is often the case that the moment anything is given from the public purse, that moment the recipient's relation to society is changed. He soon loses the spirit of independence and self-reliance which ought to be encouraged, and is apt to become, ever after, a dependent upon the charity of the State or individuals.

Injudicious almsgiving is a great evil, and we are morally culpable if we do not resort to every measure in our power to check it.

The Overseers of the Poor are honorable men, and, I have no doubt, discharge the obligations of their position to the best of their ability; but they are generally gentlemen engaged in active business, and have not the time to properly investigate the claims of every applicant for relief. I have

assurances from some members of the Board, that they earnestly desire some change in the mode of administration, and will cheerfully coöperate with the City Government in devising some plan which will be better than the present system.

Such is the reputation of Boston for benevolence, that a swarm of mendicants rush into the city every winter from all parts of the country, occupying cellars or attics, and are supported either at the public charge, or by private bounty.

The expenditures of the Board of Overseers last year were about \$64,000. The amount has been increasing annually with great rapidity. The mischief, however, is not so much the sum of money spent, as the fact that often the least worthy and the most importunate receive that aid which should be given only to the deserving.

The change which is needed may require an appeal to the Legislature. I would accordingly recommend the subject to your early consideration, hoping that some plan may be devised which can be put into operation before another season.

PUBLIC LANDS.

One of the best indications of the growth of our city is that furnished by the sale of our Public Lands.

These lands are sold on such conditions that they must be immediately improved. Buildings are soon erected, and taxable property increased. The number of buildings erected in Ward Eleven the past season was 286 — a larger number than in any previous year. The whole number of feet of land sold by the Land Commissioners in the year 1858, was 374,734 feet; the proceeds of their sales south of Dover street, were \$214,836.08. There was sold at South Boston 19,373 feet, for \$3,678.98. The amount of salable land south of Dover street and west of Harrison avenue, is 391,234 feet; there are reserved lots containing 64,814 feet. South Bay territory, building and wharf lots, 2,055,880 feet;

dock, 166,000 feet; reserved, 45,120 feet; making a total of 2,267,000 feet. At South Boston, amount of salable lands is 973,843 feet; held by city institutions, 436,360 feet; besides 1,310,700 feet of flats. At East Boston, one lot containing 2,500 feet.

BACK BAY.

In addition to the city lands now in the market, there soon will be a large portion for sale on the site commonly known as the Back Bay, belonging to the Commonwealth and the Water Power Company. From the situation of this property and the liberal and judicious plans for its improvement which have been laid out by its owners, there can be no doubt that if this territory should be annexed to the city, it will be of great advantage. Considerable progress has been made in this work during the year, and already some of our most affluent citizens have purchased lots with a view to the erection of elegant dwellings thereon.

The zeal and energy which have of late characterized those who have had the charge of this enterprise, together with the interest which is taken in it by gentlemen of fortune and social position, is an evidence that but few years will elapse before this spot will be one of the most important and beautiful sections of our metropolis.

In adjusting the conflicting claims of those interested in this property, made under the administration of my immediate predecessor, the city placed itself under obligations to build one-half of a street from Beacon to Boylston street, and came into the possession of the flats lying between said street and the Public Garden. These flats have been covered over during the year by the Superintendent of the Health Department, so that no nuisance should accumulate which would annoy the immediate neighbors, and some progress has been made in filling up the street. There seems to have been some misapprehension as to the conditions upon which the city received this lot of land.

It has been alleged that it was granted with a view to the enlargement of the Public Garden, coupled with the understanding that it should be forever kept open and free to the public.

Such is not the fact: there is nothing in the indenture binding the parties in interest that will warrant such an assumption. This land is free from all conditions and restrictions, excepting that of filling it up to the level of the rest of the territory. It must be acknowledged that this strip of land overlooking the Public Garden is of great pecuniary value. If the Garden be kept open, with a prospect of the Common, this parcel of land affords a site for elegant and costly dwellings unsurpassed in the city. In addition to this, it should be observed, that it is the duty of the Government of the City to act for the benefit of our citizens, and not for that of the people of the Commonwealth; and although happily in many points their interests are identical, there exists no reason why, without consideration, we should give to the State all those advantages of this situation which it has cost us so much sacrifice to secure.

My own opinion in regard to this whole subject of the Public Garden is, that the time has not arrived for any definite action on the part of the city authorities. When the contemplated improvements west of it are made, it may modify somewhat its relative position.

It is better, I think, to meet the charge of inactivity rather than by any hasty action to consummate measures which our successors will have cause to regret.

In the meantime, it may be advisable to beautify and adorn the Garden. At a small expense it can be vastly improved; the pond can be enlarged, without materially affecting any purpose to which it may hereafter be put. The earth removed may be placed upon the adjoining territory, thus contributing in some degree to the early consummation of that work.

SOUTH BAY LANDS.

One of the most important subjects which will require your early consideration, is the state of the South Bay Lands.

From the commencement of this enterprise, ten years since, it has been the source of the most perplexing difficulty and expense. It is useless to deplore the mistakes which have been made, or the misfortunes which have attended the work. Our only course now is, with a resolute will to prosecute the undertaking, which I have no doubt can be finished within the present municipal year. When it is completed, we shall have a large area of valuable property in a thriving portion of the city, which will be required for business purposes and dwelling houses, and which will reimburse us, at least in part, for the large amount of money which has been spent thereon.

STREETS.

The widening and extending of streets has for many years required from our City Government much attention, and has been the cause of a large expenditure of the public money. The amount expended in the year 1858 was between four and five hundred thousand dollars.

The labors of the Committee on Streets, to whom are committed all the preliminary negotiations and arrangements which are necessary before the final action of the City Council, have been during the last year unusually severe.

In the valedictory address of the Chairman of the Board of Aldermen, a statement is presented of what has been accomplished in this department. As this document has been ordered to be printed, and will soon be in your possession, I will not occupy your time by details.

I do, however, wish to express my opinion, that it is time for us to pause, and while carrying out to a successful termination the various projects already contemplated, let us not enter into new or extensive plans in this direction, until we

have obtained the authority from the Legislature to assess a portion of the expense upon those who are most benefited by the improvement. The fact is familiar to you all, that in times past, interested parties have insidiously advocated new projects, apparently for the public good, but which have resulted in the end to the aggrandizement and profit of individuals, at a great cost and expense to the City Treasury.

Former governments have wisely committed to us the widening of some streets, and prospective lines have been drawn for rebuilding.

This is a slow policy, but it more equally divides the cost, and does not crowd a large expenditure into a single year.

Under our present circumstances, when a new project is started which is to benefit individuals as well as the public, let a subscription be raised by those parties most interested, who will share with the city in the expense of the undertaking.

After all, is there not much exaggeration in the complaint often made by our own citizens, as well as strangers, as to the narrow and irregular character of our streets? We must of course be willing to acknowledge that wide avenues are more convenient for business purposes, and add very much to the appearance and elegance of a city. We regret that our fathers did not lay out their town upon the modern plan; but Boston is not worse than many other large business cities. A large and thriving population must necessarily suffer much inconvenience in the vicinity of its central marts of traffic. The very prosperity of a place, with its busy throngs, carries with it its attendant inconveniences. If it is a reproach to Boston that some of the streets are narrow, it is a reproach she can share with London, the great metropolis of the old world, and New York, our own commercial metropolis.

I do not make this suggestion because I am opposed to all improvements, but as a justification in part for our present position.

The paving, grading and repairing of streets, is an important item in the expenses of the city. During the past year, there has been a greater amount of labor in this department than in any previous season while it has been under the charge of the present superintendent.

The appropriation for the present financial year is \$194,000; the work laid out for the year has been nearly completed, and it is confidently believed that the balance of the appropriation on hand this day will meet all the calls which will be made by the Department.

POLICE.

The Police Department, which is under the immediate control of the Mayor, and is the effective force of executive power, I have the satisfaction of stating, is in a good condition. The number of patrol men is two hundred and forty-two; the captains, lieutenants, and other officers make the whole number two hundred and seventy-nine.

In their care are placed the lives and property, as well as the order, peace, and outward moral deportment of the whole community. The Department should be free from all political and partisan influence. A good character, and official merit in the discharge of its delicate and responsible duties, should be the principal qualifications of those who are engaged in its service.

During the year an additional number of men were added to the Harbor Station, in order to establish a day and night water patrol by boats, which has proved of great importance to the shipping and commercial interests. A telegraphic connection has been established between the central office and six of the police stations, which is destined to be an important auxiliary to the efficiency of the Department.

A uniformity of dress has been adopted for the members. This measure was recommended in the last annual report of the Chief, and is one of that series of reforms which have

taken place in the Department within a few years, and which have done so much to give to it that character of respectability and efficiency which it now enjoys.

There was some difference of opinion in the Government as to the expediency of the measure when it was first suggested; but I am confident that experience will prove that its influence will be salutary on the Department, will do much to prevent crime, and be of great aid to citizens and strangers who require the services of the members. It is adopted by all the large cities on the continent of Europe and this country, and is fast gaining in popularity with our own people.

A new police station house is now being erected at East Boston. It will have all the improvements which this class of buildings now require. It will not only furnish accommodations for the custody of the vicious, but will be a shelter to those homeless wanderers who are often compelled to seek refuge at night from the pitiless storm.

PUBLIC HEALTH.

The health of the citizens is one of the most important interests committed to our care. By our system of sewerage, and that class of services discharged by the Internal Health Department, Boston has always maintained a good reputation as to its sanitary character. This, however, has been secured at a great cost, and I have reason to believe such is the situation of some portions of our territory, that our expenditures in this direction will be considerably augmented. The introduction of the Cochituate Water has already caused the enlargement and rebuilding of some of the main sewers, while the change of grade in some of our streets, occasioned by the new lands made in the vicinity, will cause a large expenditure, both to individuals and the city, in the raising of buildings. Some measures have been taken in preparing plans for the prospective raising of the grade of territory between the

Worcester Railroad, Tremont street, Medford street and Shawmut avenue, also that between Boylston, Church, Fayette streets and the Back Bay.

An able report in regard to the situation of Dover street and vicinity, was submitted to the Board of Aldermen at the close of the municipal year, to which I would call your attention.

A great nuisance exists in the low lands immediately joining the city of Roxbury. It was anticipated that that city would unite with us in abating the evil, but they have finally determined upon a different course from that recommended by our City Engineer, which renders some prompt measures on our part necessary.

A serious trouble was also developed during the summer in the vicinity of the Milldam and Charles street. The sewers at the foot of Mount Vernon and Otter streets were extended to deep water without materially lessening the nuisance.

It is now proposed with the opening of the spring to extend the sea-wall on the Commissioners' line, and fill up the flats, which it is hoped will prove effectual.

PUBLIC LIBRARY.

The Public Library, the edifice of which at the commencement of the year had just been completed and transferred to the Trustees, has finally been opened to the public.

Although several months elapsed during which the circulation of books was suspended, yet such a course was necessary in order to complete and perfect a thorough catalogue, and to place the books in their relative order on the shelves. I have a personal knowledge of the fact that the utmost diligence was used, and the Trustees deserve to be congratulated upon the high appreciation in which their services are held by the community.

It will be noticed by the annual report that has recently been published, that Mr. Bates still continues his donations

to the Library. We anticipate with much pleasure his visit to this country during the present year. The merchant's humble clerk, who, while receiving his mercantile education in Boston, and thirsting for knowledge without the means to gratify it, embraced the opportunity afforded by a friendly bookseller to sit at his counter upon a spare evening, to read the books exposed for sale, will then be introduced to one of the most valuable libraries in the world, which is free to every citizen of Boston, and whose existence is owing in a great measure to his own munificent gifts.

THE WATER WORKS.

This great interest, which is under the control of a Board of Commissioners appointed by the City Council, has received much attention during the year. Important improvements have been made at the lake; the new dam has been finished, and, as soon as permission is granted by the Legislature, the gate-house will be raised. This will give an addition of two feet in depth of water at the lake, and will add twenty-five per cent. to its capacity, or, in round numbers, 400,000,000 gallons, equal to one month's supply to the city. The number of water takers is about 22,000, and the income during the present year is estimated at \$310,000.

In the original construction of the work, it was contemplated that three main pipes would be necessary to bring the water from the Brookline Reservoir to the city; only two have been laid. The period having arrived when the third became expedient, an order was adopted with great unanimity by both branches for constructing the same, and a loan of \$400,000 was authorized to meet its cost, which amount has been obtained, and constitutes a part of our Water Debt.

I must confess that I had some doubts as to the expediency of incurring this expense; there was such an immense quantity of water wasted, it seemed to me that some radical

measures should be taken to remedy that evil, rather than to furnish any facilities for an increase.

But a subsequent investigation led me to the belief that it was necessary, and no argument had more influence upon my mind than the propriety of having a pipe in another bed than the one now occupied. The two pipes are now lying together: any accident occurring to one, causing a break and carrying a large torrent of water, might weaken the foundations of both, thus cutting off a supply. A calamity so serious — with results so appalling to the convenience, health, and safety of our people — convinced me that there should be no unnecessary delay in the commencement of the work.

FIRE DEPARTMENT.

The annual report of the Fire Department has so recently been submitted to the City Council, that I need but call your attention to it. The Department is in good condition as to character and efficiency, and enjoys the confidence of our fellow-citizens.

Although a paid Department, yet its members have that spirit of daring and heroism in the discharge of their often perilous duty which it is sometimes alleged belongs only to volunteers.

Two members were killed at a fire last summer, and the subsequent appropriation towards the purchase of a burial place for them by the City Council, shows its appreciation of the services of the Department. Two Steam Fire Engines have been purchased, and have been put into commission.

One of the great benefits which it was supposed would be derived from the introduction of Cochituate water into the city, was the facilities which it would afford in lessening the destruction of property by fire.

Statistics will prove that we have not received so much benefit in this particular as we had reason to anticipate. The

question occurs, Have we used to the extent that was practical the hydrant system?

I desire to call your attention to the subject, in order that if there has been a failure, a remedy may be applied; for we should derive the full benefit of all the facilities we possess in this matter.

MT. HOPE CEMETERY.

The Mt. Hope Cemetery, which had been purchased by the city to supply the place of our ancient burial-places, was early in the year placed in the hands of a Board of Trustees. They commenced and have prosecuted with great energy the work of grading and preparing lots and beautifying the spot for its sacred treasures. It is anticipated that no further call will be made on the Treasury to meet its expenditures, as a sufficient sum will hereafter be received from sales to meet its wants.

It becomes us, the members of the City Government, to make its merits more fully known to the community; for I apprehend that comparatively but few of our citizens are aware of the beauty of its situation, or the fitness of its groves and solemn shades for the sepulchres of their dead.

NEW DIVISION OF WARDS.

The spirit of progress and improvement has recently impelled the natural current of our population southward, with an unforeseen rapidity, and by the conversion of numerous and substantial dwellings into warehouses of trade, the numbers of the legal voters in the several wards of our city, which were nearly the same in 1850, have now become very unequal.

The number of legal voters at this date in Ward Four, is 1,754; in Ward Seven, 1,354; while in Ward Ten, the number is 2,121, and in Ward Eleven, 3,119.

By the third section of the Revised City Charter, it was

made the duty of the City Council in 1860, "to make a new division of the city into twelve wards, so as to include an equal number of voters in each ward."

But by the subsequent passage of the Act of 1857 (Chap. 309), entitled "An Act to divide the Commonwealth into Forty Districts for the choice of Senators," the County of Suffolk was divided into *five* separate districts — and it was further provided that "no new division of wards in the City of Boston shall be made previous to the next apportionment of Senators and Representatives," anything in the Charter of the City of Boston to the contrary notwithstanding.

So that, as the matter now stands, a new division of wards, so very desirable, cannot be made before the year 1865.

But as this prohibition is merely a legislative act, it is perhaps susceptible of a repeal or modification by the Legislature, provided the apportionment of Senators and Representatives is not affected thereby.

For a new division of wards can be so arranged by an alteration of the lines of some of the wards, that the present territorial limits of the several Senatorial districts can be preserved; and as all the wards except Wards Two and Twelve, (which two wards can retain their present boundaries,) are entitled to elect two representatives to the General Court, the said representative apportionment need not be affected by a new arrangement of wards in the city proper.

At all events, this subject is worthy of careful consideration by the City Council, and if any plan can be devised to remedy the present difficulty, I suggest that seasonable application be made to the Legislature of 1860 to adopt such mode of relief as may be feasible under the circumstances.

There are many other subjects to which I would call your attention, if time would permit.

During the past year, the basement of Faneuil Hall has been devoted again to the purpose for which it was originally erected.

Dover Street Bridge, constructed a half century since, has been rebuilt in a substantial manner, and is now open to the public.

A horse railroad has been established within our own territorial limits, to accommodate the inhabitants of Ward Twelve, and a legislative act has been accepted for another, for the convenience of the citizens of Ward Two.

That exciting controversy in regard to the rights of East Boston, I trust, is drawing to a close. The last city government, with great unanimity, initiated measures to afford relief to that important portion of the city. The result of the negotiations of the committee who have the subject in charge, will require your action, and I have no doubt will receive your favorable consideration.

Other important subjects have been referred to the present government, which, together with those that will come up in the natural order of business, will require much of your time, and the exercise of your best judgment. Let our annual appropriations, in the first place, be ample to meet all our current expenses, and then let us confine ourselves strictly within their limits. No large expenditure under the care of any committee should be incurred, without a special order to authorize the same.

The business relations of the city should be considered. Let us help and foster everything which will increase trade, and afford all the facilities in our power to every branch of industrial effort. Having one of the best harbors in the world, and connected by its system of internal improvements with all parts of our great country, Boston should make rapid strides in commercial importance.

I have thus, gentlemen, in conformity with the requirements of the occasion, presented an abstract of the transactions of the past year, with some suggestions for your future consideration. To those who are experienced in the affairs of the city, I need not say how meagre has been the statement which

has been laid before you. The mind is bewildered and lost, sometimes, in the diversity of its many interests, and the importance of the trusts which have been committed to our care. Every department requires the most watchful guardianship, and the zealous devotion of our best powers to its service. It is no holiday affair to administer the government of a city like Boston.

It is said that the consideration of great interests, the responsibilities attending the immediate control of matters affecting the well-being of our fellow-men, elevate and expand the sentiments, and expel from the mind everything that is petty and mean. Let us illustrate in our official career this great truth.

May our standard of excellence correspond with the dignity of our service; then shall we be better fitted for the duties of our present situation, and be more worthy, when all life's labors are finished, to dwell in that "city which hath foundations, whose builder and maker is God."

THE

INAUGURAL ADDRESS

OF HIS HONOR

FREDERIC W. LINCOLN, JR.

MAYOR OF THE CITY OF BOSTON,

TO THE CITY COUNCIL,

JANUARY 2, 1860.



BOSTON:

GEO. O. RAND & AVERY, CITY PRINTERS,

No. 3, CORNHILL.

1860.

ADDRESS.

Gentlemen of the City Council :

THE popular will, as indicated by the suffrages of our fellow citizens, has intrusted us with the administration of the Municipal Government of Boston for the coming year.

The condition of the City is already familiar to some of our number, who have held, through the confidence of the people, official relations in the management of its affairs, while others assemble with us for the first time to coöperate in the consideration of those measures which shall promote its welfare.

The conservative character of the people of our metropolis is not better illustrated than in the fact that so many of us have heretofore enjoyed the opportunity of bearing our share of the public burdens and honors. With this large proportion of old members in the Council, we welcome new associates, coming as it were more fresh from the people, who will have an influence in breaking up that tendency to routine, which too often is the bane of those who have long exercised official functions in the government. The experience of some will thus be united with the progressive spirit of others, and together I trust we shall succeed in such an administration of affairs as will conduce to the advancement of all the interests which have been committed to our care.

We have an honorable pride in the past history and renown of our beloved city. Its character for the coming year is intrusted in a great measure to our fidelity; with uplifted hands we have solemnly sworn to be true to all the obligations which our position imposes, to bear true faith and allegiance to that ancient Commonwealth, around which

cluster so many interesting associations, and to that Constitution of the Union, which has made the inhabitants of these confederated States a great and happy people.

On former occasions it has been my privilege to make such observations as I deemed pertinent upon the character of our municipal organization, and the general principles upon which its government should be conducted. My present purpose is simply to review some of the principal measures of the administration of last year; to present a truthful statement of our present condition, and to make such suggestions as may be worthy of your consideration. The very fact, that so many of us are in our accustomed places, is an indication on the part of our constituents that no radical change is desired. The past has been approved by the people, our present duty is to pursue the same general line of policy, keeping up with the progress of the times, and meeting to the full extent the new demands which an increasing population and a thriving community require at our hands.

FINANCES.

At this season of the year every prudent man examines the condition of his financial affairs. Following this example, I shall first present for your consideration a statement from the books of the City Auditor and Treasurer. I have confidence that they will bear the most rigid scrutiny, and that our tax-payers will not have cause to complain, either of the amount, or the objects for which they have been called upon to contribute. The expenditures of a large city must be in proportion to its rank, and the social and business habits of its citizens. If it is going to decay, its expenses will be lessened to correspond with its decline; if it is making rapid strides in its onward march to prosperity, it is natural that a corresponding increase of means should be needed to fulfil its destiny.

There is a difference between the revenues received for the support of a government like that of the United States, for instance, and that of a local municipal organization. In both cases the taxes are paid by the people, but in the first it comes so indirectly that they do not feel it a burden; while in the latter it affects more immediately the pecuniary means of every individual, and sometimes appears too grievous to be borne with equanimity. For the first, no loud murmurs escape from the popular voice; but for the latter the most severe scrutiny is exercised, and often many unjustifiable censures are uttered against those who have the charge of the administration of affairs. I believe this admonition is well, for it demands strict accountability of public servants. It becomes us to heed the warning, and to suffer no expenditure which will not be justified by the public interests.

All the payments which have become due the past year have been met at maturity. They have amounted to only \$64,050. In addition to which we have anticipated \$4,000 of Water Scrip due 1st of April next, being all that has been offered out of nearly \$800,000 due at that time, notwithstanding the Treasurer has continued a public notice, since October last, that he was ready to pay, on demand, any scrip of the City which became due in January or April, 1860.

New loans were authorized during the year, to the amount of \$445,800. Some of these have been negotiated, and with others, authorized in previous years, there has been a net increase in the debt to the amount of \$558,272.99, as will be seen by the Report of the Committee on the Reduction of the City Debt, made to the City Council on the 27th ult.

The principal items which have caused this increase are the following:

School Houses and Schools	.	.	.	.	.	\$85,000
Albany street Extension	.	.	.	.	.	84,800

South Bay Improvement and Public Lands . . .	\$195,000
New Wharf at the West End ¹	44,000
New Steam Fire Engine House in Ward 1 . . .	12,000
Additional Appropriations for 1858-59	25,000

All our Loans have been obtained at five per cent. interest, and in some cases a premium on the Scrip has been obtained, and the Treasurer does not now issue any on a long time without a premium.

The following statement relating to the Debts of the City has been obtained from the City Auditor, and will no doubt be found interesting to the citizens :

The City Debt which is exclusive of the Water Debt, amounted on the first of May last, to	\$4,200,188 66
There has since been added to the Funded Debt	333,000 00
Funded Debt at this time	\$4,533,188 66
Add also for Unfunded Debt	451,300 00
Deduct payments since 1st May	62,800 00
City Debt, funded and unfunded, at this time	\$4,921,688 66
Water Debt. The nominal Water Debt on the 1st May, 1859, was	\$4,754,461 11
Deduct payment since	5,250 00
	4,749,211 11
Total of Consolidated Debt at this time	<u>\$9,670,899 77</u>

The means on hand for paying off this Debt consist of the following items, which are by ordinance exclusively appropriated for that purpose, viz. :

¹ For the Paving and Internal Health Departments.

Cash balance in the Treasury to credit of "Committee on Reduction of City Debt," on the 1st day of May last, per Auditor's report No. 47, page 207	\$894,817 04
Cash received since, from payments on bonds and mortgages on hand at that time	144,053 01
Cash received for first payments on sales of land and other city property, since 30th April last	7,882 58
Cash from city tax of 1859, appropriated in conformity to the ninth section of the Ordinance on Finance	220,000 00
	<hr/>
	\$1,266,752 63
Less payments since 1st May on the City Debt and on the Water Debts	68,050 00
	<hr/>
Cash means	\$1,198,702 63
Add bonds, notes and mortgages now on hand	575,570 34
	<hr/>
	<u>\$1,774,272 97</u>
The net cost of the Water Works on the 30th day of April last was	\$5,796,081 59
Add the loan obtained to defray the cost of the new main	\$400,000 00
Less the amount expended last year for that object, and which is included in the above cost	\$29,770 47
	<hr/>
	370,229 53
Estimated net cost (income deducted) of the Water Works at this time	<u>\$6,166,311 12</u>

If from the cost of the Water Works as above	\$6,166,311 12
We deduct the amount of the present <i>nominal</i> Water Debt, viz.	4,749,211 11

We have a balance (which has been paid out of the City Treasury in cash, towards the cost of the Water Works) of	\$1,417,100 01
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If from the amount of the <i>nominal</i> City Debt as before stated	\$4,921,688 66
We deduct the amount thus paid towards the cost of the Water Works, viz. . . .	1,417,100 01

We shall have left as the real amount of City Debt, or that incurred for purposes other than the Water Works, only . . .	\$3,504,588 65
And deducting from this amount the means on hand of paying the Debt, exclusive of those items which belong to the Water Works	1,766,715 50

We have a net City Debt of only	\$1,737,873 15
And a net Water Debt of \$6,166,311.12 less bonds and mortgages on hand belonging to the W. W. of \$7,557.47	6,158,753 65

Making a net consolidated debt of	\$7,896,626 80
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Being the gross amount of the consolidated debts	\$9,670,899 77
Less the means on hand for paying the same,	1,774,272 97

	\$7,896,626 80
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INCREASE OF THE CITY DEBT IN TEN YEARS.

The City Debt on the 31st day of December, 1849, amounted to	\$1,623,863 79
The same at this time, exclusive of payments on account of the Water Works, is	3,504,588 65
Real increase of the City Debt proper in ten years	<u>\$1,880,724 86</u>

Since which time, besides paying the ordinary and some extraordinary expenditures of the City, the following payments have been made, viz.:

For widening and extending Streets	\$1,819,300
School Houses	798,100
South Bay Improvements, and Public Lands,	1,334,100
New Jail, in part	370,000
Library Lot and Building	363,000
East Boston Ferries	250,000
Mount Hope Cemetery	45,000
New Wharf at the West End	44,000
Bridges and Mount Washington Avenue	205,700
State Taxes	1,046,400
	<u>\$6,275,600</u>

INCREASED VALUATION OF THE CITY PROPERTY IN TEN YEARS.

The Assessors' valuation of the City Property, on the 1st of May, 1859, was

Real Estate	\$158,410,900
Personal Estate	105,018,100
Total	<u>\$263,429,000</u>

Same in 1849 — Real	\$102,827,500
Personal	71,352,700

\$174,180,200

Increase \$89,248,800

Tax in 1859	\$2,605,445 30
Tax in 1849	1,174,715 80

Increase \$1,430,729 50

Since the last year, there has been an increase

on the valuation of real estate of . . . \$4,905,600

And personal estate of . . . 3,809,300

VALUATION OF THE REAL ESTATE BELONGING TO THE CORPORATION.

For the first time during the existence of the City Government, the Assessors of 1859 were requested to make an estimate of the value of the real estate of the City. The following is the result of their proceedings:

Public Buildings	\$2,590,000
Other Buildings	70,000
Public Squares	6,233,900
Vacant Lands, Wharves, &c.	1,865,000
Grammar School Houses	876,000
Primary School Houses	401,600
Engine and Station Houses	141,200
	<hr/>
	\$12,177,700

STREETS.

There has been, comparatively, but a small expenditure during the past year for the widening of streets. It has been the aim of the Board of Aldermen not to lose any opportunity to improve a street when an intention to build has been given, and it has been deemed inexpedient to cut off an estate which is under lease, when exorbitant lease damages would be demanded.

This will explain the reason why certain improvements contemplated have not already been carried out. The property is under lease, and it is better to wait the expiration of said leases, rather than to pay the large sums which tenants often charge to cancel them.

Albany street has been laid out eighty feet wide from Dover Street Bridge to the South Bay Lands, and a contract has been made within a few days for the building of it for the sum of \$84,800. All but two of the land owners have signed a bond to give the land, necessary for this street, to the City.

The most important prospective widening introduced during the last year was that of North street. The expediency of this improvement was so apparent that but one dissenting vote was cast in both branches of the City Council. No appropriation or loan has been passed for this work, and it will be the duty of the present government to provide the means for its prosecution.

The estimate for its cost is \$200,000. When completed, it will produce a radical change in the character and value of property in this section of the City.

In addition to the general repairs of streets during the year, the operations of the Paving Department have been on an extensive scale. Ninety-four hundred feet in length of streets, of an average of thirty-six feet in width, have been paved for the first time; ten thousand feet in length

have been re-paved; twenty-three thousand feet in length of gutters paved.

There have been graded three-fifths of a mile in the city proper, and one and a half miles in South Boston, and one and three-fifths miles in East Boston. Probably in no city of the Union is there more attention paid to the repairs and the general condition of streets, than in Boston. I think it would be judicious economy to curtail to some extent the appropriations in this department.

PUBLIC LANDS.

The rapid sale of our public lands is a cheering sign of the prosperity of the City. The Land Commissioners have sold during the past year, south of Dover street, 221,554 feet, at an average price of $36\frac{5}{12}$ cents per foot, amounting to \$191,313.39.

There has been sold at South Boston, 42,708 feet for the sum of \$10,066.75.

The amount of salable land still remaining south of Dover street and West of Harrison Avenue, is 317,016 feet. The amount embraced in the South Bay territory is 2,267,000 feet.

The number of feet at South Boston is 1,045,551. This does not include the uplands and flats connected with the Institutions. These amount to nearly 2,000,000 feet. The City also owns some land at East Boston, and two house lots on the Back Bay.

There have been erected during the year, on land sold by the City in Ward 11, 218 brick dwelling houses, averaging \$9,000 each, besides two churches, some large manufactories, and other buildings.

The receipts from the sale of public lands go into the Treasury, and are credited to the Committee on the Reduction of the City Debt. The money for filling, grading,

and other works, to prepare them for sale, is obtained by loans authorized by the City Council.

The total amount of expenditures of the Land Department, during the year, has been \$41,575.46.

SOUTH BAY TERRITORY.

One of the most important works which has engaged the attention of the Government for a series of years, has been the filling up of the South Bay territory. This enterprise, until the last year, has been progressing slowly, and has been a source of much anxiety to the successive administrations of government who have had it in charge since the original contract was made with Mr. Evans. It has involved an amount of expenditure far exceeding the expectations of those who originated the project.

During the past year, the old contract has been cancelled, and a new one made to finish the work for a specific sum. The amount is \$210,000, and includes the cost of a sea wall to hold the filling, which was not originally contemplated.

Some of the wharves have been leased upon favorable terms, and a portion of the territory which is finished has been placed in the hands of the Land Commissioners, who, no doubt, will soon lay it out in streets, so as to be available for building purposes — thus adding a large area to the southern section of the City.

The supervision of the unfinished portion of the work is in the hands of three Commissioners, chosen by the City Council. These gentlemen accepted the trust as an honorary matter, expecting no compensation for their services. The experience of the past would seem to justify the closest scrutiny, hour by hour, into the character of the work as it progresses. A Superintendent may be upon the spot, but he has no authority to act; that lies entirely with the Commissioners. It cannot be expected that these gentlemen will give

their entire time to the subject, and hence I would suggest for your consideration the propriety of allowing some one of their number to give his undivided personal attention to the matter, with the understanding that he shall receive a suitable compensation for his services. This work will, no doubt, be completed during the present year.

In connection with this subject, permit me to call your attention to the necessity of the erection of new City Stables, and the sale of the land where they now stand for the use of dwellings. These buildings are of wood, very much out of repair, and, should a fire occur on the premises, it would endanger the lives of the valuable horses owned by the City. A Joint Special Committee of the City Council of 1858, selected an eligible lot for the purpose, near the water on the South Bay Lands. The project was abandoned at that time, on account of the great expense of getting suitable foundations. As this difficulty is now obviated by the erection of a sea wall, it is a favorable time to renew the subject, in connection with the disposition of the rest of the territory. The Stables on the North Wharf were burned in the month of September last, and, as it has been found by experience that this location was unsuitable, on many accounts, by a vote of the City Council, this property was sold for \$75,000, and an estate in North Grove Street purchased for the use of the City. This property joins the Jail Lands, and is also connected with the wharf owned by the City, near Cambridge Bridge. It will accommodate the Paving Department, as well as that under the care of the Superintendent of Internal Health. A brick stable for the accommodation of fifty horses is now being erected, to be ready for occupancy on the 1st of May next.

BACK BAY AND PUBLIC GARDEN.

The exciting controversy growing out of the improvements of the Commonwealth on the Back Bay, and its connection

with the Public Garden, has been definitely settled. A large territory, formerly belonging to Roxbury, has been annexed to the City, and the people, in their sovereign capacity, by a large popular vote, have decided their interest in the Public Garden. We have no control over the plans of the Commissioners who have the charge of the Commonwealth's Lands, and yet it would seem expedient that there should be a friendly conference and coöperation between the City and the State in the improvements. These lands are now within our own territorial limits; soon they will be occupied by our citizens, and the interests of all parties will be served by seasonable alterations in the plans, if there are any deemed desirable or practical in their nature. The improvement of the Public Garden, according to a plan adopted by the City Government, has already been commenced. It will make the spot attractive to strangers, as well as to our own citizens. It has been suggested that the Garden should be put in the care of some public-spirited gentlemen who have leisure and taste, and who would devote more attention to its embellishment than is possible for members of the Government, who have so many other claims on their services. It might be advisable to appoint a Board similar to that having charge of the Public Library, constituted, in part, of citizens, with representatives from each branch of the City Government.

WATER WORKS.

This important interest of municipal concern has, during the year, required much attention from the Cochituate Board, who have had it in charge. Permission was granted by the Legislature to the City to take the land necessary to raise the water in the lake. The gate-house, and the roads adjoining the lake, have been raised, thus affording an additional capacity of water of about twenty-five per cent. The new main for the Brookline Reservoir has been laid with

unusual rapidity. A junction has already been made with the line of pipes leading to the Beacon Hill Reservoir. The new main, with the exception of one mile from the Brookline Reservoir to the Village of Brookline, has been laid in an independent bed, and comes into the City over the Mill Dam. We are thus relieved from the danger of a loss of supply, even if an accident should happen to cut off the water from both of the original lines. The number of water takers is about 23,600, an increase of about 1,200 over the year 1858. The total amount of income, during the past year, was \$316,955.12.

The increase of Revenue over the previous year was over \$13,000. This addition is attributable, in part, to the growth of the City, and the number of new dwellings erected, also to the adoption of the meter system to some extent, which has been attended with very satisfactory results.

In this connection, I gladly avail myself of this opportunity to commend the fidelity of the Cochituate Water Board, the City Engineer, Mr. Slade, and Messrs. Knowlton & Standwood, and others, who have the immediate control of those works.

It will be recollected that in the spring there was a serious accident, carrying away the gate-house and a part of the brick conduit at Newton. There were great apprehensions that our inhabitants would be, for a number of days, destitute of water. The energy and zeal with which these gentlemen, and the laborers under their charge, worked day and night, without murmur or complaint, to avert this calamity, is a gratifying proof of their fitness for the responsible positions which they hold. This occasion also testified in an honorable manner to the character and good feeling of our citizens.

A generous spirit seemed to stimulate all classes of our inhabitants. The proprietors of manufactories ceased their

operations ; householders voluntarily abstained from all unnecessary use of water ; a feeling of self-sacrifice, and a regard for the public welfare, were exhibited, worthy of the ancient character of the good people of this City.

PUBLIC INSTITUTIONS.

The Public Institutions at Deer Island, and at South Boston, are in a good condition.

The Board of Directors who have them in charge, under the new organization, are gradually introducing important changes, which will soon make them model institutions of their class.

Much attention has been paid to the development of the agricultural resources of the Island, and the labor of the inmates has been more fully brought into requisition.

Two fires have occurred during the year, one in that portion of the large building occupied by the boys of the Reformation School, and the other, the stable connected with the establishment. The first was set on fire by boys belonging to the Institution, and the other is believed to be accidental.

The stable has been rebuilt, and that portion of the wing of the edifice which was destroyed by fire is now undergoing repairs with some valuable fire-proof improvements and additions, which we trust will avert, hereafter, a similar calamity.

My opinion is, that the House of Reformation should be in fact, as it is in name, a separate Institution, totally disconnected, both in location and discipline, from the other Institutions. The statistics of crime show an alarming increase in the number of juvenile delinquents. These boys constitute "the dangerous class" of the community ; subject to no parental restraint, their intellect quickened by that freedom of thought and action which our Institutions engender, with but a feeble sense of their obligations to God and their fellow-men, they are reckless, daring, and destined

to live a career of crime, and fill our prisons and jails. The management of an Institution for the punishment and reformation of this class requires much judgment and care.

We have but little control as to the character of the inmates who are sentenced to the House of Reformation; hence, we have had together in one community the most vicious class, as well as truants, disobedient children, and others who can hardly be considered to have commenced a course of crime. I am happy to know that the directors, so far as is in their power, are endeavoring to remedy this difficulty, and to grade the school so as to separate the vicious from those who are endeavoring to reform. To this end the school room and dormitory will each be divided into three sections, separated by brick partitions.

The time, however, is not far distant when we shall require a separate building or buildings for the efficient and salutary management of this Institution.

The Girls' Reformation School, which was established during the past year, has proved very satisfactory, and no doubt will justify in some degree the wisdom which led to its organization.

It is thought by many persons who have paid much attention to the subject of pauperism and crime, that we still require in this community another institution, to be denominated the "work house." There is a large class of idle and thriftless men in every large city, who need work, protection, and a home. They are not common drunkards or criminals; hence do not come under the cognizance of the Police Court.

Our House of Industry, as now conducted, does not meet their necessities, for while one portion is devoted, very properly, principally to the care of aged men and women who have outlived their usefulness, and to orphan children, the other is filled with persons sentenced for crime and vice.

The State, through its Almshouses, seeks to provide for this class, so far as the foreign poor are concerned; and others, if born in the Commonwealth, have a claim upon their native towns. But for all this, we daily see in our streets many in destitution and want; some of them are lazy and ought to be forced to work; for others our sympathies are often aroused to give them assistance; many of them are honest but sorely tempted, their labor is lost to the community, and they are a reproach to our modern civilization. I must confess that I have not had sufficient time to investigate the subject to make any special recommendation, but have deemed it my duty to call your attention to it, as so many of our best citizens are warmly in its favor.

OVERSEERS OF THE POOR.

This Board, the almoners of out-door relief, so far as the city is concerned, have been gradually, in conformity with the recommendations of the City Council, curtailing the amount of their expenditures. More attention has been paid to the character and circumstances of the recipients. It is hoped that the improvements already introduced into this department will be continued.

A Board of twelve men, subject to be annually changed at each municipal election, ought not to be expected in all cases to bestow their charity with the wisdom which a long experience can give. The Board during the past year have evinced a most cordial coöperation with the City Council in the measures of reform which have been suggested for the administration of the responsible duty committed to their charge.

THE POLICE.

The efficiency and general good order of this branch of the public service is acknowledged by our citizens. It is a department, which, from its nature, is liable to unjust censure

from those who have but limited information as to its power and duties. It is but one agent in the administration of justice. Courts, judge and juries act jointly with it, and are alike responsible for the punishment of the guilty and the rescue of the innocent from harm. In a large city its duties are multitudinous, requiring often, in sudden emergency, much tact and good judgment in their execution. Perfection ought not to be required of its members, but we have a right to expect a willing obedience to orders, a rigid discipline, and a pleasant deportment. No great change has taken place during the year in the force. The unworthy have been summarily dismissed from the service, as soon as their delinquencies have been made apparent, and their places have been supplied by those more deserving of the position.

The Department now comprises two hundred and eighty-six men, two hundred and forty of whom are on patrol duty. To this should be added sixteen lieutenants of police, who perform a supervisory patrol—making the whole district patrol force two hundred and sixty-five.

The telegraph continues to be an important auxiliary in the transaction of police business. Some thirty-five hundred despatches have been transmitted from the central office.

Some of the station-houses have been enlarged and improved during the year. Stations Nos. 1 and 8 have been entirely remodelled, and the house at East Boston has been finished, and is now occupied by the Department.

A new station-house is required for District No. 3. The building now used for this purpose in Leverett street is an old dwelling-house. It is badly arranged, its cells are insufficient, and it has no accommodations for lodgings, except those which are used likewise for criminals.

The water patrol of the Harbor, which was introduced in 1858, has proved to be an important branch of the service. Over one thousand foreign vessels have been boarded and furnished with the Harbor Regulations, and aid granted

when necessary, and a large amount of stolen property has been recovered.

It is a matter of congratulation that the Police Department is in so favorable condition. Its character and discipline, I have no doubt, have been much improved since the introduction of the uniform, the importance of which, excepting for that portion of the force employed in the detective service, has been fully demonstrated by the experience of the past year.

PUBLIC SCHOOLS.

There is no subject which justifies so much local pride in a Bostonian as that suggested by the character of our Public Schools. The germ of public education, which was planted here almost simultaneously with the settlement of the peninsula, has been cherished and sustained by the citizens and the public authorities during every period of its history.

As we have increased in territory, population, and wealth, schools have multiplied and improved to meet the new wants of a growing community, and the demands of an advancing civilization. Their doors are open to all, making no distinction as to race, nationality, or social position. They are the principal source of happiness and intelligence of the people, and the best and cheapest means by which the property, life, and peace of the community can be secured.

The average number of pupils under instruction during six months ending the 31st of July, was 25,321. The whole number of teachers employed in the service is 494. The whole appropriation for the present financial year, including the cost of new school houses, was \$532,100 — being more than one-fifth part of the gross tax for the year 1859-60.

During the past year three first-class Grammar school houses, capable of accommodating about 2,500 pupils, have been completed and passed into the hands of the School Board, and another is in process of construction. These

buildings are plain but substantial structures, and well adapted to the wants of the schools.

FIRE DEPARTMENT.

Our Fire Department is in a prosperous and efficient condition. During the past year facilities for extinguishing fires have been greatly increased by the addition of four steam fire engines, making six steamers in service at the present time. Four of these steamers are located in the City proper, and one each at East and South Boston.

The introduction of this class of engines has proved satisfactory, and has reduced the number of men employed from over seven hundred to four hundred and twenty-two.

No large conflagration has taken place during the year, and no loss of life has occurred to members of the Department while on duty. But a short time will elapse, I trust, before we shall have an entire steam fire department, and dispense with the hand engines altogether. This course has been adopted in Baltimore, and in some other cities in the Union, and has worked very successfully. It is a gratifying fact, that while the change will render the service more efficient, at the same time it lessens materially the annual expenditures.

In connection with this subject, it becomes my duty to call your early attention to the revision of the Fire Ordinance, which is much needed to suit the present and prospective condition of the Department.

The fire alarm system has worked admirably, and is an important auxiliary to the Department.

The fire police has been abandoned, this service now being performed by the regular police force.

PUBLIC HEALTH.

No more important subject is committed to our care than that of the public health.

While the External Health Department is established for the protection of our people from foreign diseases, the Internal Department aims to secure our exemption from those engendered within our own borders.

The regulations of our quarantine establishment are less restrictive than most of those of the maritime ports of the world, but are yet sufficiently efficacious to accomplish the end desired.

A new Hospital has been erected, during the year, on Deer Island, for the accommodation of those afflicted with contagious diseases.

This provides not only for that class taken from the shipping, as they enter the harbor, but also for the friendless and unfortunate ones in the City proper.

The Internal Health Department performs its sanitary duties in the cleansing of streets, the removal of ashes and offal, and the abatement of nuisances detrimental to the public safety. The Sewer Department is an aid in the same direction, and even the paving and grading of streets is often conducive to the same end.

An illustration of this latter point is seen in the improvement of the territory during the last year, in the vicinity of Northampton and Plymouth streets, near the Roxbury line, and which has long been a matter of conference between the authorities of the cities. A joint arrangement was made for a common sewer; and the parties who formerly drained into the old creek will be compelled to drain into the same.

The street has been raised and widened, an important sanitary relief has been furnished to the whole neighborhood, and another new avenue leading out of the City, as a continuation of Harrison Avenue, has been forwarded by the same means.

There is another improvement of a similar nature much needed near Tremont street, adjoining the City of Roxbury, which calls for the early attention of the Board.

The Water Power Company are proceeding with the filling of their lands between the Providence and Worcester Railroad.

There are a number of sewers and drains which discharge into this territory. Some of these streets are public, and others are private, but it will be necessary to take some measures in regard to this matter, or serious injury to health will ensue.

In regard to the nuisance from the Charles street flats, it is thought that some legislative action will be required.

The general health of the City is good ; the only exception to this remark is the prevalence of the smallpox in the City and neighborhood. Our City Physician has called the attention of our citizens to the necessity of re-vaccination, which, as we have been so free from this disease for a number of years, has been much neglected.

Many tenements decided by the City Physician to be unfit for human habitation, have been vacated, or cleansed and refitted under the active agency of the Superintendent of Health, and the officers of the police.

The experience of the past year has confirmed my previously expressed opinion of the need of further hospital accommodation within the limits of the City proper. I am informed that the details of a plan for such an Institution, which will not involve the City in any large expense, will shortly be submitted for your consideration.

I also recommend to your attention the subject of the Sanitary Code, originally drafted by our City Physician, and lately accepted by the National Convention, and respectfully suggest that it should be adopted so far as it shall appear to be adapted to the wants of the City ; and also the propriety of an early application to the Legislature for any further powers that may be found, on consultation with the City Solicitor, necessary to enact or put into operation its salutary provisions.

THE HARBOR.

The rank which Boston holds, as one of the most important commercial cities of the world, is owing, in a great measure, to its situation on the Atlantic seaboard. The safety of its Harbor thus becomes one of the most vital interests connected with its prosperity. The encroachments of the sea upon its headlands and islands should be jealously watched, and every effort should be made to keep its channels of sufficient depth and capacity to accommodate the shipping of all classes which resort to it for business purposes, as well as for the accommodation of the navy of the United States. The testimony of our old pilots, and others conversant with its condition, has awakened an earnest solicitude as to the effect which the changes which are going on will have upon its character. The Legislature and the City Council have repeatedly passed resolutions, calling the attention of the General Government to the subject. No action has followed, as there seemed to be a difficulty in arousing the attention of Congress to its importance. Under these circumstances, I had the honor, in the month of October last, to address a communication to the City Council, suggesting the importance of a Commission, consisting of officers of the Federal Government, for a scientific examination of the subject.

The Council at once acquiesced in the suggestion, and authorized the Mayor and the Committee on the Harbor to appoint said Commissioners, and to solicit from the Executive Department of the United States its aid and coöperation. It was deemed advisable to seek a personal interview with the President of the United States and the members of his Cabinet, and accordingly the Committee proceeded to Washington for this purpose. They were received by those officers in the most cordial manner, and were gratified with a ready assent to their wishes.

I embrace the opportunity which this occasion affords of

presenting my deep acknowledgments, in behalf of the citizens of Boston, for the promptness and good feeling which the President, the Hon. Howell Cobb, the Secretary of the Treasury, Hon. Isaac Toucey, Secretary of the Navy, and Hon. John. B. Floyd, Secretary of War, evinced in this subject when brought to their notice. They promised all the aid in their power, and gave permission that the officers we had selected should be detailed for this special service. The Commission consists of Gen. Totten, Chief Engineer of the United States; Prof. Bache, Superintendent of the Coast Survey; and Commander C. H. Davis, of the United States Navy.

I need not speak of the eminent fitness of these gentlemen for this duty, and of the gratification which the acceptance of the trust affords to our fellow-citizens. Their report will have a weight of authority that no local commission, however constituted, could possibly have.

I trust that before the close of the year I shall have the opportunity of laying before you the result of their investigation.

CITY HALL.

I take this opportunity to renew the recommendation which I suggested in a communication to the last City Council, in regard to a City Hall. Every one conversant with the business of the City must be aware how inadequately the present building is adapted for the purpose for which it is devoted. It was built about half a century since, and, with the exception of the chambers occupied by the two branches, its rooms are small, badly arranged, and accommodate but a portion of the officers connected with the Government.

The valuable records and papers of the City are liable to loss, as the building is not fire-proof, and all its arrangements but poorly correspond with the opulence and character of the City which it represents. We now pay, in rents, a large sum

for accommodations outside of the building, for City officers, and the despatch and convenience of public business absolutely require, I think, some consideration of the subject.

COUNTY AFFAIRS.

In addition to the class of duties which belong to our government, as a Municipal Corporation, we have the charge of those appertaining to the County of Suffolk.

While the Board of Aldermen have the direct jurisdiction, as County Commissioners, in the matter, they are restricted, as to expenditure, by the other branch. This, no doubt, is a wise provision; but it has led to some embarrassments, in regard to the proper accommodations of the Courts of the County.

I know of no subject which calls for more speedy action. The growth of our City, and the expansion of business relations, have required additional Courts for the settlement of conflicting claims of parties, and yet we have no more accommodations for them than were provided twenty years since. While the Court House itself has been crowded, much to the discomfort of those whose position and character have a right to demand greater conveniences, we have had to hire temporary and ill-ventilated rooms for the accommodation of those who have equal claims to our regard. Measures should be taken forthwith to secure, either by purchase or lease, a building suited for an additional Court House.

The present arrangements for some of our Courts are a disgrace to a wealthy metropolis like ours. This is one of those cases which amounts to a public exigency, and should be met with a liberal spirit.

In my last Inaugural Address, I called the attention of the Council to the fact that, although the County of Suffolk included the City of Chelsea, and the towns of Winthrop and North Chelsea, yet all the expenses are paid by Boston alone. I have no doubt that these towns would readily assume their

proportion of these expenditures, if the necessary act could be obtained from the Legislature for this purpose.

I have thus, gentlemen, in accordance with custom and the proprieties of the occasion, presented for your consideration those topics which I supposed would have an interest at this season. It cannot be expected that, within the limits appropriated to this Address, all the topics of municipal concern can receive attention. Other departments of the public service than those which have been mentioned, have been doing their appropriate work.

The inauguration of the Boston Trade Sales induced the Government to show their interest in the object by courtesies to strangers from all parts of the country, which will have an important commercial influence upon our business circles.

The aid to the East Boston Ferries has already given new life and enterprise to that important section of our City, and even our public celebrations have afforded a grateful relaxation from business cares, and testified to the interest of the Government in the rational enjoyments of the people.

We, who have assembled to commence the administration of another year, enter upon our duties under favorable auspices. Our predecessors have not been faithless to their trusts, but have transferred the government to our hands in as good a condition as in any previous period of our history.

Our City officers are generally efficient, and perform their duties to the satisfaction of the citizens.

We come together not as partisans seeking political power, or for selfish aggrandizement, but as servants of the people, having the control of interests affecting their dearest rights, and enabled by the authority vested in us to do much for their happiness and welfare.

Let us be true to all our responsibilities ; may we mutually coöperate in every good work which claims our services, and our prayer be that engraved on our City Seal, "As God was to our fathers, so may he be unto us."

THE
INAUGURAL ADDRESS
OF
HIS HONOR
JOSEPH M. WIGHTMAN,
MAYOR OF THE CITY OF BOSTON,
TO THE CITY COUNCIL,

JANUARY 7, 1861.



BOSTON:
GEO. C. RAND & AVERY, CITY PRINTERS,
No. 3, CORNHILL.
1861.

ADDRESS.

Gentlemen of the City Council :

IN assuming the responsibilities of office to which we have been elected by our fellow-citizens, let it be our aim to perform the duties in such a manner as to render the administration worthy of a free and intelligent people.

The trying position of our country at this moment causes the heart of every patriot to throb with anxious solicitude in regard to the final result. A few weeks ago we were rejoicing that abundant harvests had filled to overflowing the granaries of the West, and that the vast cotton fields of the South had produced a large crop of the great commercial staple of the world ; the demand for the means of transporting these great products gave new life and vigor to our railroad and shipping interests ; commerce and manufactures revived, and business prospects were most encouraging.

Under these influences, peace and plenty, prosperity and happiness, appeared to be spread broadcast over the length and breadth of our favored land ; our hearts were animated with fervent hope in the present, and confidence in the future. But how mutable are all human calculations ! While the eyes of the civilized world were turned upon us with admiration at the success of our government and the stability of our institutions ; and while we were surrounded with so many inestimable blessings, and such brilliant prospects, the storm of human passion has suddenly burst upon us, hurling the elements of discord and disunion with such force and power as to shake the whole fabric of the States and threaten dissolution.

Under these circumstances, while I deem it my duty, in conformity with the custom of my predecessors, and the requirements of the City Charter, to invite your attention to a consideration of the general affairs of our municipality, I have no doubt that your judgment will accord with my own in forbearing, at this time, to present or recommend any new projects involving public expenditure, and the consequent taxation of our citizens. The necessary machinery of government must be kept in motion; and the works and measures connected with the public wants and improvements, already in progress, should be prosecuted with diligence and prudence.

In the administration of the affairs of the city, it is of the highest importance that every subject should receive the most careful consideration, and stand or fall upon its own merits. But to delay investigation, from time to time, through the indifference or neglect of committees, or to procrastinate the consummation of a public measure or a private claim, after it has been duly considered, and its expediency decided upon, is a course which, however honored by precedent in legislative bodies, I trust will be repudiated by the members of the City Council of Boston. Let your legislation be characterized by all the safeguards which prudence and judgment require; but, allow me to remind you, that prompt action is as essential in public as in private business. By adopting this course, many of the public improvements may be made with greater economy, — the claims of our citizens may frequently be adjusted on more favorable terms, — and the city avoid much of the litigation which is now too common in our courts. In the accomplishment of these desirable results, you may rely upon my cordial and earnest coöperation.

With these preliminary remarks, I will now proceed to a concise review of those subjects of primary importance which deserve the special attention of the City Council. The

annual reports of the several departments will soon be ready for your examination, and you will thus be in possession of the best means of information in regard to the various branches of the public service. These reports, which are usually prepared with a care highly creditable to our city, and to the officers, preclude the necessity of presenting any detailed statement in regard to the departments at this time.

FINANCES.

It is with no ordinary pride that I refer to the financial condition of our city; passing, as it has, through every commercial and financial panic with unchallenged credit, — always prepared to meet every liability at maturity, and frequently ready and desirous to anticipate payment, — the management of its pecuniary affairs reflects the highest credit upon the fidelity, integrity, and capacity of the Auditor and Treasurer of the city.

This high position is due, in a great degree, to a Sinking Fund for the payment of the City Debt. This Fund is derived, first, from all balances of money remaining in the Treasury at the end of any financial year; second, from the sales of any land or estates belonging to, or acquired by, the city; and third, from an annual tax of not less than three per cent., on the amount of the principal of the City Debt. By judiciously dividing the City Debt through a series of successive years, this Sinking Fund has been sufficient to meet, at maturity, all the liabilities of the city, for water, and other great improvements, without any renewal or reissue of bonds. More than a million of dollars of the City and Water Debt was paid from this Fund during the last year, and a balance of nearly half a million remained for future liabilities. It is true that the City Debt has increased; but it is much less than our citizens generally suppose, as the absolute increase for the last ten years is not more than \$600,000. The apparent increase being in consequence of the city pay-

ing over three millions of the Water Debt, for which the Water Works owe the city as it would any other party. The city, therefore, own this amount in the capital stock of the Water Works, which, although it does not pay a dividend in money, in its benefits to the citizens, and by increasing the value of property, is indirectly a most profitable investment.

The following is a brief statement of the City Debt, January 1, 1861.

Whole amount of Debt	\$9,392,799 77
Deduct the net Water Debt	6,243,600 00
<hr/>	
City Debt proper	\$3,149,199 77
Deduct Cash, in Sinking Fund	736,623 91
<hr/>	
Debt for all City purposes except Water	\$2,412,575 86
Debt for all City purposes, except Water, in 1851	1,845,927 84
<hr/>	
Actual increase from January 1, 1851, to January 1, 1861	\$566,648 02

For the details in relation to the finances, I respectfully refer you to the Report of the Committee on the Reduction of the City Debt, which I will omit reading, but will add as an appendix for your information.

STREETS.

The raising of the grades of Dover and Tremont streets, is now nearly completed, although the paving cannot be done at present; and a few more buildings will require to be raised in the spring, to conform to the present grade on Dover Street. The work has progressed satisfactorily under the direction of the Committee on Paving, and the buildings have been successfully elevated by the contractors. The

appropriations for this improvement are presumed to be sufficient to meet all demands.

The widening of North Street, which has recently been consummated, will not exceed the contemplated cost, and, I have reason to believe, will eventually prove to have been a judicious investment of the public funds.

The extension of Albany Street, from Dover to Malden streets, has not been forwarded with that promptness or diligence which the abutters, who contributed liberally to the object, had reason to expect. Two years have already elapsed since the city accepted the proposition of the owners of the land, and one year has passed away since the contract and the appropriation were made to construct the street, which was to have been "commenced within one month, if the weather was suitable." But, up to this time, the work has been mainly neglected, and scarcely any progress has been made, which is a source of great dissatisfaction to those persons, the profitable use of whose property has thus been kept in abeyance, and who relied upon the good faith of the city to have the street completed within a reasonable time.

The work is under the charge of the Committee on Paving, who, I trust, will see that it is prosecuted without further delay.

The building of the sea-wall, and filling up of North Charles Street, are in progress.

Surveys, plans, and estimates have been made in reference to a contemplated widening of Washington and Tremont streets, the reports on which will be presented in a short time, when you can judge of the expediency of proceeding to accomplish one or both of these improvements.

All the appropriations for the several streets herein mentioned, except Washington and Tremont, have been made, and are deemed sufficient.

EAST BOSTON FERRIES.

The subject of the rates of toll on the East Boston Ferries has occupied considerable attention during the past year, and some action has been taken by the City Council with a view to a settlement of the question. The peculiar relation which these ferries have to Ward Two, as a kind of highway between that ward and the city proper, is one worthy of your earnest consideration; and I would respectfully recommend to your attention the able report on the subject which has been printed by our predecessors,¹ and also express my anxious desire for an early adjustment of the question, upon such a basis as will be just to the citizens of the ward and to the proprietors of the Ferries.

WATER WORKS.

No large expenditures have been required for the Water Works during the last year. Two lines of pipes have been raised on Tremont Street, and one line on Dover Street, in consequence of the raising of the grades of those streets.

The entire works are in good condition, and, as the income is annually increasing, there is reason to believe that, ere long, it will not only be sufficient to pay the interest on the whole Water Debt, and the general expenses, but also a portion of the principal of the debt.

The present number of Water Takers is . . .	24,665
Being an increase during the year of . . .	1,394
The income from the Water Works, from January 1, 1860, to January 1, 1861, is . . .	\$336,059 50
Being an increase of about \$20,000 over that of the preceding year.	
The estimated income during the year 1861 is . . .	\$350,000 00

¹ City Doc. No. 83, 1860.

The annual report of the Water Board is a very valuable document, and I beg to refer you to that for more special information in relation to this very important element in the health and prosperity of our city.

PUBLIC LANDS.

The amount of lands sold by the city, during the year 1860, is 175,852 square feet, and the amount received is \$131,249.73, which has been placed to the credit of the Committee on the Reduction of the City Debt.

The salable lands belonging to the city are under the care and management of the Board of Land Commissioners; and there are now, on the South Bay Territory and the southerly section of the city proper, 2,309,651 square feet. There are also 138,720 square feet of land south of Dover street, reserved for City purposes, principally for the erection of School Houses.

At South Boston, the city owns, besides the land occupied by the Public Institutions, 1,023,687 square feet of salable land; and on the Back Bay, 44,800 square feet of land, which was received from the Commonwealth in exchange for a portion of the Public Garden.

SOUTH BAY TERRITORY.

The filling up of this territory, which has been a great source of expense and trouble to the City Government, for a number of years, is now happily drawing to a close. The final contract for its completion, for a specific sum, was made in August, 1859, and by September next the work will, undoubtedly, be finished according to the contract. Some of the land on this territory has been recently sold at prices which will permit the erection of a class of houses, of small size and reasonable rent, which are much needed at this time.

BACK BAY TERRITORY.

Every measure that has a tendency to enlarge the bounds of our city in proportion to its increase of business and population, is a necessary element in promoting its welfare and prosperity. It is therefore a gratifying circumstance, that the large area of the Back Bay is to be graded and made taxable property within the limits of Boston, without the great expense which has heretofore characterized similar undertakings by the City Government. The Commonwealth and the Water Power Company fill up their own territory, grade the streets, and sell the land, and thus act as trustees to develop and give value to this large area for the real and permanent benefit of the City of Boston. The sales of the Commonwealth lands have been highly remunerative, and the taxable property has greatly increased in that territory.

Both the Commonwealth and the Water Power Company have exhibited commendable foresight in the high grade of their streets, all of them being about two feet higher than Tremont Street above Dover Street, and from three to six feet above the coping of the Dry Dock at Charlestown. The advantage of this high grade is, that the drainage is more perfect, and the territory is rendered more desirable for building purposes. It is, however, a source of regret that, in the laying out of the wide and extended avenues, with their trees and walks, and spacious streets, with which this territory abounds, the health and comfort of the residents could not have been increased, and the landscape view from our Common have been relieved, by having some of this space devoted to water instead of land, which would have added a feature of great beauty and effect.

The City Engineer, under the direction of a special Committee of the Board of Aldermen, and the Committee on Sewers, has been engaged for some time past, in preparing a plan for the direction and grade of the streets on the Back

Bay, and he has also been gauging the discharge of the water from the sewers into both the Back Bay and South Bay, for the purpose of developing some plan of sewerage which it will be necessary to have adopted during the present year, to keep pace with the anticipated growth of the city, in those directions, and to prevent serious difficulties occurring from the waste weirs in some of the sewers of the southern wards.¹

PUBLIC GARDEN.

The improvement of the Public Garden has been prosecuted with much energy during the past year. The whole amount expended previous to May 1, 1860, was \$11,506.60, at which time an appropriation of \$25,000 was made by the City Council; \$800 was also received for rent of a portion of the grounds, all of which was expended in grading and gardening by the middle of July, when another appropriation was made of \$25,000, which the Committee presumed would be sufficient for the year 1860; but the granite edge-stone and other work around the pond so soon exhausted the funds, that a further appropriation of \$50,000 was made towards the close of the year, but too late in the season for the Committee to make much use of it.

The total amount expended for work and materials, on the Garden, since May 1, 1860, has been about \$55,000, leaving for the present year about \$46,000. If the work proceeds as rapidly as is anticipated, the Garden will be finished during the present year, except a new fence around it, and the bridge over the pond. These last two objects can be accomplished within the same time if the City Council consider it expedient.

SCHOOLS.

As the Annual Report of the School Committee will soon be laid before you, and also be distributed to the citizens, I shall

refrain from any extended remarks upon the present educational condition of our Public Schools, and simply express my conviction that, under the cherishing care of the City Council, and the devoted supervision of the School Committee, they are now, as they ever have been, the peculiar pride of Boston.

The rapid increase in the expenditures for our schools within the last few years, is, however, a subject of grave concern, the expenditures and appropriations for the current financial year being \$626,341.79, or more than one fourth of the entire tax assessed upon the citizens. In view of the number of new school houses which have been recently erected to meet the demands occasioned by the growth of our city, I am not aware that any reduction in these expenditures could have been judiciously made; but an average annual increase of nearly a hundred thousand dollars during the last three years, is a subject which I respectfully commend to your attention, and that of the School Committee.

PUBLIC LIBRARY.

Next to the elevating influences of our Public Schools, are those derived from the Public Library. As free to all classes of our community as the schools are to our children, relaxation, amusement, and intellectual culture, are in this noble institution most happily blended.

Receiving its first effective impulse from the generous contribution of my esteemed and honored predecessor in the office of Mayor, — Hon. John P. Bigelow, — in 1850, it has grown to its present magnificent extent and proportions. Established in a building worthy of the liberal expenditure of the city, and of the judgment and taste of its commissioners and trustees; with its alcoves and shelves filled with the rarest and choicest literature of almost all nations and all ages, as well as that adapted to the most popular reading, — characterized by the efficiency and universal courtesy of all its officers

and assistants, — the Public Library is not only a proud monument to the intellectual character of this our Athens, but to the munificence of those public benefactors, who, by their donations, have so largely contributed to its success and usefulness. May it long continue to be the object of interest to our citizens, and receive the generous support of the City Government.

TENURE OF OFFICE.

The extension of the official term of the members of the City Government for a longer period than a single year has been frequently agitated, and some preliminary action has already been taken by the City Council to bring the subject before the present Legislature.

The advantages of always retaining a majority of experienced members, who understand the routine, and can carry forward the public business from one year to the next, are more obvious as the city increases in population, wealth, and extent.

The County Commissioners of all the counties in the State, except Suffolk, where the duties are performed by the Board of Aldermen of Boston, are chosen for three years. The propriety of this is obvious, when we consider the important duties they are called upon to discharge, and how impossible it is to calculate the pecuniary loss to the City Treasury which has occurred in consequence of the annual elections failing to return to the Board of Aldermen members who alone possessed a knowledge of the proposed contracts and settlements in regard to the streets, and claims for damages.

Satisfied, as I am, from my own experience, of the importance of a change, it will afford me pleasure to co-operate with you in obtaining such amendments to the City Charter as you may deem expedient, and which may be necessary to accomplish the object.

LIQUOR LAW.

The retailing of intoxicating liquors exists to such an extent in our city, as to be a source of great anxiety and regret, and the comparatively few cases in which the law is executed in our courts, shows conclusively that, in its present form, it is obnoxious to public opinion and the good sense of the community.

Boston, as a law-abiding city, has an enviable reputation; but when *prohibitory* laws are made, — when judicious legislation can only successfully *regulate*, — the attempt to execute them so often fails as virtually to render their enforcement abortive, and to encourage resistance.

In recommending your application to the Legislature for a modification of the existing law, by which the sale may be regulated by a license from the municipal authorities, I do so from a sincere desire to promote the cause of temperance, and increase respect for law and order. That a license law for the city may be properly asked of the Legislature, is plain from the fact that the principle is practically recognized by the State in the licensing of State Liquor Agents, an arrangement which, however well adapted to the rural towns in the Commonwealth, in our cities the effect is to furnish mere depots for supplying agents in other places. That our City Government, the Police, and the Courts are demoralized to a greater or less extent by the law, in its present form, is so manifest to a large portion of our citizens, that I shall be gratified to co-operate with you in the endeavor to obtain such a modification of the law as will permit a legal *regulation* of the liquor traffic in our city.

CITY HALL.

The importance of having suitable accommodations for all the city officers in one building, is generally admitted by every one who has had any experience in the City Govern-

ment. Aside from the general inconvenience of having the offices located in various places, the expense of rents, altering, fitting up and furnishing the rooms, which are rarely eligible or adapted to the purpose, is much greater than is generally supposed; and I have reason to believe that the amount thus expended is more than the interest on the sum which would be required to build a City Hall with ample room for all the various offices, and more convenient halls for the meetings of the City Council.

Plans and estimates for an enlargement were submitted to the last City Council, but the alteration of the present building to such an extent, as is proposed in these plans, is, in my opinion, of doubtful expediency. For if the circumstances will authorize the expenditure of a hundred thousand dollars to enlarge and alter the old building, they will warrant the small additional expense for the erection of a new one. For we know from experience that while the final cost of a new structure will generally bear some approximation to the estimate, the expense of extensive alterations of an old building is usually beyond all definite calculation.

The expediency of a new City Hall has been the subject of various reports and plans for several years past, and in commending the subject to your consideration, I trust that if any definite action is deemed advisable, it may be taken at an early day.

CITY HOSPITAL.

The establishment of a City Hospital, independent of our pauper institutions, for the care and medical treatment of the stranger and those persons residing in the city who only require relief during temporary sickness, has been long considered the "one thing needful" to complete the bright circle of Boston charities and benevolence.

It was my pleasant duty, as a member of the Committee, in 1857, to investigate and report upon this subject, and a suitable building was purchased by the city at that time. An act

was also obtained authorizing the city to establish such an institution, and place it under the supervision of a special board of trustees; but during its passage a restriction was introduced into the bill which prevented either the building or location from being used for this purpose.

It is therefore most gratifying to my own feelings, and I believe to those of a large majority of our citizens, that the establishing of a City Hospital is now placed beyond a reasonable doubt. An eligible portion of the public land on the South Bay Territory has been recently set apart by the City Government, and already has a fund been commenced by the bequest of Mr. Elisha Goodnow, of South Boston, who died in 1851. By his will, the city have now come into possession of real estate to the amount of about twenty-five thousand dollars, which is devised for the perpetual maintenance of a hospital for the sick, and the support of free beds therein.

Another donation of ten thousand dollars has also been offered to the city, on certain conditions, for the same object. The establishment of this hospital will relieve the city of considerable expense now incurred by the Overseers of the Poor, who are under the necessity of providing medical attendance for many cases of temporary illness, for which they have no adequate provision or accommodation.

The buildings, for an institution of this kind, should be plain and substantial, and the size proportioned to the population and wants of the community. The plan should permit the erection of such an edifice as may be immediately needed, and allow of future additions as time and circumstances may require. This course will render the first cost reasonable, and reduce the expenses of conducting it. I commend the subject to your favor, and trust you will take such action in regard to it as you may judge proper.

COUNTY AFFAIRS.

The relative position of the City of Boston to the County of Suffolk is of a very peculiar nature, and for several years past the subject of a readjustment between the cities and towns composing the county has been agitated without arriving at any definite result. During the last year, however, a joint special Committee was appointed, by the City Council, to confer with the authorities of Chelsea, North Chelsea, and Winthrop, with a view to a more equitable arrangement of the county expenses.

The investigations of this Committee were conclusive upon the point, that, under the existing law, Boston was paying from her treasury a considerable portion of the expenses of the county, in relation to courts and highways, which should justly be defrayed by Chelsea, North Chelsea, and Winthrop. One of the most important items of expense was the laying out and maintaining highways ; a power vested in the County Commissioners of Middlesex, but the cost of which was payable from our City Treasury. The injustice of this provision has been acknowledged by the authorities of the other municipalities, and it affords me pleasure to state that, by mutual consent, an application has been made to the Legislature for a modification of the contract and obligations, by which, in future, the City of Boston will not be liable for the constructing or maintaining of any other streets or highways in the county, except those within her own limits.

Arrangements for a readjustment of other matters may hereafter be deemed expedient, but the time necessary for a proper investigation, and other circumstances, prevented the Committee from recommending any further action, except that in relation to highways.

The want of proper accommodations for the courts has been for several years a serious cause of complaint. By the action of the late City Council, an order was passed for the exten-

MAYOR WIGHTMAN.

Court House in a southerly direction, for the pur-
suing some relief; but the location of highways
of the building is a source of great annoyance to
the only remedy for which is a change of location.
It would involve a larger expenditure than would be
feasible at this time, the proposed extension may be
on the ground that it is the best course which can
under all the circumstances. As the question ap-
pears to have been settled, and the appropriation made by our
city, no further action is required by the present
Council.

I have endeavored to lay before you a brief general
statement of the present condition and future prospects of the
city and its public works, now in progress, and such other infor-
mation in regard to those subjects, connected with the pros-
perity and well-being of our city as appeared to be necessary
for your consideration. I have undoubtedly omitted to notice many
other matters which are of equal importance, and are as deserv-
ing of your consideration, and I shall therefore avail myself
of the privilege conferred by the City Charter, to make to
the Council such special communications, from time to
time, in relation to the public business, as circumstances may
require.

In the name of the City Council: In closing my official
address to you, on this occasion, permit me to remind you of
the circumstances under which we have here, indi-
cated by the solemn oath to support the Constitution
of the United States. In obedience to this, let every act,
in our public or private capacity, show our loyalty and
faithfulness to that sacred covenant; and in this hour of trial,
let us remember and rejoice that all things are in the care of
our beneficent Being whose hand guided our pilgrim
fathers to these shores, and sustained our revolutionary
struggle for independence, — to establish, for

his own wise purposes, a nation, which, for intelligence, education, and the general elevation of the people, has no peer in ancient or in modern times.

Relying, then, upon His omnipotence for aid to preserve our country inviolate, let us, as citizens of this great Republic, do all that we can, with honor, to restore harmony in our federal relations; and by conciliatory measures, even at the hazard of misconstruction as to our motives, show that we have the moral courage to do right, and sacrifice all personal feeling to bind, more firmly, the fraternal bonds of this glorious heritage of our fathers.

The history and fame of Boston is intertwined with the first and most ardent struggles for liberty and union; and it may be that her voice would be listened to in the Councils of the State, and that her firm and unwavering stand in favor of the Union as it is, would tend to avert a catastrophe which would be deplored, not only in our own generation, but in all future ages. The decided expression of devotion to the Union evinced by our fellow-citizens at the recent municipal election, I believe will warrant any official action, on our part, which will aid in giving tone to public sentiment in our own State, or strengthen the hands of those noble men who are striving among their fellow-citizens, in other States and on the floor of Congress, to temperately but firmly uphold the true principles on which the Constitution and the Union may be sustained and preserved. If, therefore, in your wisdom, it shall be deemed advisable for the City Council of Boston, in behalf of the citizens, to make an appeal to the Legislature of the Commonwealth, or to take any other action in regard to the present condition of the country, it will not only receive my most hearty concurrence, but I shall esteem it as the highest honor conferred by my official position, to be your aid and associate in so laudable an object.

THE
INAUGURAL ADDRESS
OF
HIS HONOR
JOSEPH M. WIGHTMAN,
MAYOR OF THE CITY OF BOSTON,
TO THE CITY COUNCIL,

JANUARY 6, 1862.



BOSTON :
J. E. FARWELL & COMPANY, PRINTERS TO THE CITY,
No. 32 CONGRESS STREET.
1862.

ADDRESS.

Gentlemen of the City Council:

THE year which has just closed has been one of momentous interest in the history and destiny of our whole country.

In the early part of the year, the threats of disunion, and resistance to the constitutional authorities at Washington, were causes of great anxiety, and the government and people of our city were unremitting in their endeavors to avert the storm. Our people assembled in Faneuil Hall, and, from that sacred temple of liberty they sent their petitions to Congress, borne by some of the most illustrious of our citizens, to urge the adoption of such conciliatory measures, towards the Southern States, as might be acceptable to them, without any improper concession of principle by the North. But these efforts, and all the influence of the venerable CRITTENDEN and his conservative associates, in Congress, were unavailing. Personal ambition, sectional animosity, and party feeling crushed out the sentiments of patriotism and love of Union, and the war of words culminated into a war of arms, between the seceding and the loyal States.

The first overt act of hostility against Fort Sumter, by the confederate army, roused the National Government to a sense of its danger, and an immediate appeal for troops was made to those States which remained faithful to the Union. Massachusetts, true to her traditions and history, became at once the leader in this struggle for the preservation of the Republic. The political opponents of the Administration, laid all their differences upon the altar of their country, and by this act consecrated their lives and fortunes to the support of our constitutional government.

The military spirit of our people had been, for many years, discouraged, instead of being fostered and promoted by public opinion or the State Legislature; and, while thousands were gathering and filling up the ranks of our neglected but gallant Volunteer Militia, to meet the requisition of the President, the State authorities were almost totally unprepared to send forth the regiments, properly disciplined, or provided with clothing and equipments. Animated, however, with the spirit of our fathers at Concord and Lexington, uncomplaining and undaunted, the first regiments marched to the defence of our National Capitol, with hearts too full of patriotism to feel the privations to which they were subjected.

The Legislature having made no adequate provision for this contingency, public and private contributions, in the cities and towns of the Commonwealth, were promptly made to meet the emergency. The City Council of Boston appropriated \$100,000 in aid of the volunteers belonging to the city, and the liberal contributions from all ranks of her citizens, in money and clothing, expressed her deep interest in the cause, and her earnest and abiding loyalty to the Union. But all these efforts to relieve the wants of the volunteers were but partially successful, from the absence of system in the distribution, and, as we began to realize that, contrary to our hopes and expectations, the crushing out of the rebellion was to be a work of time, requiring the raising of a mighty army, and involving the entire pecuniary resources of the loyal States, it was necessary to adopt some measures by which the generous contributions, which were poured forth from almost every purse and home, could be distributed with prudence and judgment.

Impressed with this idea, means were immediately taken to establish depots for the reception and distribution of the various hospital and other articles for the benefit of the soldiers. A large and important field of labor was thus opened, which

was soon occupied by various organizations in this and other States.

In consequence of the number of volunteers enlisted in Boston and its vicinity, it was deemed advisable that a special depot should be established by the city. Fortunately, through the liberality of one of our fellow-citizens, — WILLIAM EVANS, Esq., — the spacious and magnificent building he had erected on Tremont Street was placed in possession of the City Government, free of rent, for any purpose which might be deemed useful in promoting the welfare of our soldiers.

The City Council forthwith appointed a committee to take charge of the building, and make all necessary arrangements in regard to it, and Mrs. HARRISON GRAY OTIS having kindly consented to organize and superintend it, the Donation Department of the city of Boston was successfully established at the "EVANS HOUSE;" and through her executive ability and disinterested devotion, aided by those true women's hands and hearts which she has gathered around her, this institution has become identified with the just and holy cause in which we are all engaged. It is with sincere pleasure that I thus publicly acknowledge the deep obligations she has conferred upon the government, by her prudent and efficient management of this department of our military affairs. For it is worthy of remark, that while an hundred thousand useful articles have been distributed to the soldiers and the hospitals, and thousands of dollars paid for sewing and other female labor, the whole has been derived from voluntary offerings, and not from the City Treasury.

This is woman's work; and as the warm garments shelter the soldier in his camp, or the guard on the bleak outposts, or as the sick and wounded toss upon their bed of pain, their sufferings mitigated by the hospital stores so thoughtfully provided for their relief and comfort, the donors will be

remembered with the respect and gratitude of every recipient of the blessings, so judiciously and beneficently dispensed.

In connection with this subject, I also desire to express my sense of the invaluable services rendered by the chairman of the Donation Committee, on the part of the Council, — J. COFFIN JONES BROWN, — who was not only instrumental in the organization at the “Evans House,” but has ever been the efficient aid and co-operator of the superintendent in all her labors and responsibilities.

With the approbation of the City Council, I have also endeavored to perfect a simple plan for the safe transmission of a portion of the pay of the volunteers, particularly those belonging to the Boston regiments. The remarkable success which has attended this effort, encourages me to hope that a similar plan may be adopted by the National Government, instead of the allotment system as proposed in the recent acts of Congress, in which there appears to be practical objections that will be difficult to overcome. The subject is one of great importance, not only for the benefit of the families of the volunteers, but because it encourages among the absent soldiers habits of prudence, economy, and temperance. The manner in which this effort has been responded to by our Regiments and Batteries at the seat of war, has rendered the duty, however arduous, one of sincere pleasure to me, and I believe one of profit to the city.

I have thus, gentlemen, occupied your time and attention, with a recital of some of the peculiar duties and acts, which has characterized the preceding City Government, in relation to the military events which have occurred during the last year. And I will now proceed to refer to our own municipal affairs, and endeavor to give such information in regard to the various subjects which are to engage the attention of the City Council, as may be deemed proper and useful.

FINANCES.

In view of the present state of the country, the subject of our financial condition assumes more than usual importance, and I will therefore endeavor to present a condensed view of the subject, for the information of the City Council, and to extend a general knowledge of our fiscal affairs.

By a prudent anticipation of the wants of the city, all prospective payments, during the financial year ending April 30, 1862, have been principally provided for by the sale of Five per cent. Bonds; which, being sold in the early part of the year, and in a favorable state of the money market, were disposed of at a fraction *above* par.

The Report of the Committee on the Reduction of the City Debt shows that the City Debt, proper, has been increased, in the year 1861, by the amount of \$202,281.54. The increase in the ten years, from 1852 to 1862, has been \$797,195.31, an average of less than \$80,000 per annum, during which time we have paid besides, all ordinary expenses of the city, over \$7,000,000, which has been expended for the following objects:—

Widening and Extending Streets, including

North, Friend, and Devonshire Streets	\$1,880,170 67
State Taxes, eight years	1,127,417 94
County Expenses, including House of Correction	1,068,385 81
South Bay and Public Lands	977,842 50
New School Houses	750,859 62
Library Building and Lot	360,895 76
East Boston Ferries	250,000 00
Mt. Washington Avenue, Albany Street Bridge, and consequent grade damages, Federal Street Bridge, and East Boston and Chelsea Free Bridge	241,169 02

Carried forward,

\$6,656,741 32

<i>Brought forward,</i>	\$6,656,741 32
Dover Street and Tremont Street Improvements	149,255 98
Public Buildings, such as Engine Houses, Ward Rooms, Station Houses, etc. . .	122,602 47
Alterations and Improvements on Buildings at Deer Island	116,900 80
New Stables, Wharf, etc., at West End .	84,634 50
Public Garden and Back Bay	78,841 26
Mount Hope Cemetery and Improvements .	39,761 00
Extra Sewerage, Dedham Street	33,554 16
Steamboat Henry Morrison	17,545 76
Being a grand total of,	<u>\$7,299,837 25</u>

Appropriations, amounting to nearly \$1,000,000, are already provided for the following payments to be made in 1862:—

Widening and Paving Streets, including the completion of Albany and Dover Streets . . .	\$135,000
School Houses and Salaries of Instructors . . .	113,000
Water Works and Public Buildings	158,000
City Hospital and Soldiers' Relief Fund . . .	105,000
Internal Health, New City Stables, and Fire Department	85,000
Lamps, Police, and Overseers of the Poor . .	145,000
County of Suffolk, South Bay, and Public Garden Fence	131,000
Incidental Expenses, Interest, and Salaries . .	75,000
Total,	<u>\$947,000</u>

I also submit a statement of the City Debt on the first of January, 1862.

Whole amount of Debt	\$9,624,699 77
Deduct the <i>net</i> Water Debt	6,621,600 00
	<hr/>
City Debt for all objects, except Water . .	\$3,003,099 77

Perhaps our financial condition may be better understood by expressing it in the following form: —

Whole amount of Debt, January 1, 1862 .	\$9,624,699 79
Deduct Cash, Bonds, and Mortgages on hand, .	1,222,053 94
	<hr/>
Actual Debt of the City, January 1, 1862 .	\$8,402,645 83

To offset this debt, we have the Water Works, the gross cost of which is \$9,234,000, which a Joint-stock Company would probably be glad to take at \$8,000,000, or the whole City Debt; as a small increase in the present water rates, would produce a large and sure income on this amount. Besides this, we have over \$12,000,000 in public buildings, lands, and other property, according to a low valuation by the Assessors.

So favorable a state of our finances at this time cannot fail to be exceedingly gratifying to our citizens.

WATER WORKS.

In consequence of the small amount of rain which has fallen, during the latter part of the past season, the water at Lake Cochituate is lower than it has been for many years, and the means of supply has been, for some time, a cause of anxiety to the Water Board and the City Government.

The amount of water which flows into the city and is used and wasted, is greater, in proportion to the inhabitants, than in any other city. New York, with a population four times larger, uses but one third more water, than Boston. It will, therefore, be among the most important duties of the incoming administration to adopt some measures to remedy an evil

so appalling in its consequences, as a scarcity of this element, to our health and safety.

Dudley Pond is now being connected with the lake, but will only furnish a temporary amount. Other sources can only be judiciously obtained after a careful survey of all the available sources in the vicinity.

I therefore deem it my duty to recommend this subject to the immediate attention of the City Council, as considerable time will be required to determine the best source, from which our supply can be increased.

In the mean time, I trust the Water Board will adopt all proper measures to prevent the waste of water, and introduce such mechanical contrivances, for a more economical use of the water, as may have been found successful in other cities.

In other respects the Water Works are in excellent condition; but few repairs or extensions have been required during the year, and the receipts exceed the estimate, by about \$15,000.

The present number of Water Takers, is . . .	25,486
Being an increase, during the year, of . . .	1,170
The income from the Water Works from January 1, 1861, to January 1, 1862, is . . .	\$364,889 07
Being an increase, over the previous year, of . . .	30,334 21
The estimated income, for the year 1862, is . . .	\$375,000 00

The judicious management, which has so long characterized this important department of our city, under the charge of the Board of Water Commissioners, is worthy of our highest praise, particularly for the economy and efficiency which has been so signally united in the discharge of their duties.

STREETS.

The expenditures, in laying out and widening streets, during the last year, have been less than usual. But the grading and paving, of new and old streets, have been quite

as extensive as in former years. In several instances, the grading has been anticipated a few months to provide employment for poor laborers during the cold season. In all cases in which this has been done, I have been satisfied, that, while it was a boon to the laborer, it was rather an advantage than otherwise to the city.

The grading of Dover Street, and several of the lateral streets extending north, has not been completed, in consequence of the committee being unable to make satisfactory arrangements with some of the owners of the buildings. The accomplishment of an important public improvement, has thus been prevented, to the detriment of many persons, who were willing to conform to the propositions of the city.

The contemplated widening, of Washington and Tremont Streets, has been referred to the present City Council, for such action as they may deem expedient.

PUBLIC LANDS.

The sales of public lands made by the Land Commissioners, during the year 1861, have been 102,600 square feet; and the amount received is \$43,979.97.

Lots of land, on the South Bay, have been taken by the City Council, and dedicated to the following purposes:—

For the Free City Hospital, 6 7-10			
acres, or	292,633	square feet.	
For the Health Department and City			
Stables	132,000	“	“
For the Paving Department . .	54,237	“	“
	<hr/>		
Total,	478,870	“	“

During the year the estate situated between Worcester and Springfield Streets, which was sold in 1858 to the New England Female Medical College, has reverted to the city.

This estate consists of 40,000 square feet of land, with a valuable brick building and other improvements thereon.

The total amount of salable lands belonging to the city is as follows:—

South of Dover Street, including the			
Medical College Estate	2,088,743	square feet.	
Back Bay Lands on Berkeley and			
Marlboro' Streets	44,800	" "	
In South Boston, independent of the			
City Institutions	970,727	" "	
In East Boston, one lot	2,500	" "	
Total,		3,106,770	" "

SOUTH BAY TERRITORY.

The contract for the completion of this territory expired on the first of September, 1861, but the work is not entirely finished. The city, however, is amply secured against any loss on this account, and I congratulate the City Council, that, within a short time it will be ready for acceptance, by the Land Commissioners.

I am gratified to state, that, satisfactory progress has been made by the contractors for the extension of Albany Street from Dover to Malden Streets. Three-fourths of the sea wall has been built, and nearly all the other work, except the filling of the street, is now completed.

The most difficult and expensive portion of the work has been done, and I have reason to believe that this great thoroughfare will be finished, according to the contract, in another year.

For three years past the City Council have had under consideration, the subject of new City Stables to supersede the present unsafe building now occupied for this purpose. Within the last month a plan has been adopted, and appropri-

ations made, for a brick fire-proof structure, 200 by 80 feet, with accommodations for one hundred horses; and contracts have been made for its erection in the early part of the present year, upon a portion of the South Bay Lands.

The substantial and commodious Stable erected in 1859, in North Grove Street, has rendered the erection of the large and costly building, originally proposed, unnecessary, while the location of two stables in different sections of the city, renders the daily duty of the Internal Health Department less laborious and expensive, besides giving additional safety to the public property.

BACK BAY TERRITORY.

The grading of the streets, and the erection of buildings upon this territory, is progressing with commendable enterprise. Two churches, and a number of substantial first-class dwelling-houses, have been erected during the year, and arrangements are nearly perfected, to erect a building for the Natural History Society, which will be a credit to the Society, and an ornament to this portion of our city.

At the commencement of the year, a special committee was appointed, by the Board of Aldermen, in reference to the streets and drains of this territory. This committee reported, that, in view of the fact, that this territory comprised within its limits a larger area than the whole upland of the town of Boston in 1800, it was of the utmost importance, that a definite system of streets and drainage should be immediately arranged, and recommended the appointment of a commission for this purpose. An able commission was accordingly elected, consisting of Jonathan Preston, Daniel Davies, M. Denman Ross, and James Slade, of Boston, and James B. Francis, of Lowell, an Engineer of acknowledged experience and ability. The commission entered at once upon their duties, in which they have received the cordial co-operation of the principal parties interested, and they have nearly

matured a system of streets and drainage, which they trust will be satisfactory to the various interests, and of permanent benefit to the city. For although the city does not own these lands, still it has a material interest in having the streets and drains so arranged, as to harmonize with a general plan for the benefit of the whole city.

I therefore commend this subject to the favorable consideration of the City Council, and recommend that such appropriations be made, as may be required to enable the commissioners to complete their labors.

The Public Garden, which is connected with this territory, is rapidly becoming worthy of its name. The pond and fountains have been completed, and the walks laid out and graded, and when it is surrounded with a neat and appropriate fence, for which an appropriation has been already made, it will be a beautiful and pleasant place of resort for recreation.

SCHOOLS.

Our schools generally, are in a prosperous condition, although I cannot but feel some anxiety in regard to the immense labor, care, and responsibility required of the members of the School Committee, in consequence of the merging of the Grammar and Primary School Committees into one body. Under the present system, the average, is five Primary Schools, and a portion of the direct care and responsibility of four or five Grammar Schools, to each member of the Board. The absence from the city, or the neglect of any one member, throws all his duties upon his associates in the district, so that in some cases one half, or one third of the members are obliged to do nearly the whole of the labor. When any change is made in the City Charter, I regard this an important subject to be considered.

Two Grammar School-houses, with all the modern improvements, have been erected during the past year. One of these is for the Phillips School, and the other is on South Street,

and is intended to relieve the Boylston School. They will both rank favorably with any of our other school-houses. The Girls' High and Normal School has also been greatly improved in its accommodations, by the purchase and addition of the premises recently occupied by the Natural History Society, on Mason Street. This, and the alterations and additions to the Primary School-house in East Street, I believe to be judicious and reasonable expenditures.

The introduction of more physical education into our schools is a subject of great importance, particularly in those for girls. Their intellectual development is more rapid, and their natural habits are more sedentary, than in the other sex, consequently more care is required to prevent the desire of literary excellence from being gratified at the expense of their health. Although physical exercise in the schools may not be as necessary for boys, I believe that a stated exercise in military drill and movements would not only give health and vigor to the body, but would instil into them a spirit of order, discipline, and obedience, which could not fail to produce a highly beneficial influence upon their deportment and character.

PUBLIC LIBRARY.

Our Public Library is now so firmly established, and is so universally visited and appreciated by all classes of our citizens, that it will be supererogation for me to attempt to give any information of a general interest, which has not been already anticipated in some other way.

I will therefore simply state that the administration of its affairs continues to be characterized by the same earnest and disinterested efforts, on the part of the Trustees, to maintain and increase its popularity and usefulness, which has already given it so exalted a position among our public institutions, and in comparison with the libraries in any other city in the United States.

The large Catalogue of books in the "Upper Hall" has been completed and printed, during the past year, in a manner which reflects great credit on the Superintendent, Prof. CHARLES C. JEWETT. It is difficult for any one to appreciate the labor and attention bestowed upon this work, as it is not only a list of the standard and most valuable books in *our* Library, but it furnishes, in a few words, the general scope and character of the subjects comprised in any particular book. In this respect it is not simply a catalogue of the Boston Public Library, but it is also a most valuable book of reference for the student and author.

All the departments of the Library, are managed with a prudence and efficiency, that entitles it to the continued favor and confidence of the City Council.

FREE CITY HOSPITAL.

I am gratified to state that the buildings for this institution are already commenced, and that they will probably be completed during the administration of the present City Government.

The location is on a square of nearly seven acres, bounded by Harrison Avenue, Worcester, Concord, and Albany Streets.

The design for the building, recommended by the Hospital Committee, and adopted by the City Council, was the production of one of our most skilful architects, — GRIDLEY J. F. BRYANT, — in conjunction with Dr. HENRY G. CLARK, who for several years has given much thought and careful study to this subject. It consisted of a centre structure, having six "Pavilions," or separate hospitals grouped around it, at proper distances for a free circulation of air, to prevent contagion, and to preserve agreeable architectural proportions.

The Joint Committees on the Hospital and Public Buildings have, however, essentially modified the original design, so that the present plan includes only a central building and

four pavilions, but *two* of which are proposed to be erected at the present time, as the estimated expense of these will absorb the whole appropriation of \$150,000:

As the buildings progress towards completion, it will probably be an advantage to have the watchful supervision of those who are to be connected with it when in operation. It will therefore be expedient for the City Council to determine, at an early day, the manner in which this institution shall be organized and governed. Upon this subject I would respectfully suggest, that it should be under the general charge of a Board of Trustees, composed of citizens at large, to be elected by the City Council, for five years, and of certain members of the City Government, *ex-officio*.

In this connection I would also suggest, whether the present opportunity would not be a favorable one to organize a Medical Department for the city, in which the Free City Hospital and the medical departments of all the various Public Institutions should be included. If the City Physician was placed at the head of this department, which would be eminently appropriate, all the medical reports, which are now mixed in with a variety of other incongruous matters in the reports of institutions and of city officers, would then be transmitted to him, and either quarterly or annually we should have a complete but condensed report of the sanitary condition of the city, for future reference.

AMENDMENT OF THE CITY CHARTER.

The subject of amending the City Charter, is one which has been agitated for several years, and, under the instructions of your predecessors, will be presented to the Legislature as soon as the public business will permit.

Among the most important amendments for your consideration, is that of extending the official term of the members of the City Government for a longer period than is now the practice.

If the members of the City Council were elected for two or three years, only one-half or one-third of the members could be new and inexperienced, which would be a great advantage to the public business. Every member could then act independently, and the great public works and improvements, which are too often neglected for want of proper information, or are acted upon at the close of the year with more haste than discretion, would be judiciously and carefully considered, and thus effect an almost incalculable advantage in the administration of our city affairs.

As it will be proper to appoint a Committee of the City Council upon the general subject of amendments to the Charter, I will refrain from occupying your time by presenting any further arguments in favor of other amendments.

CITY HALL.

In recommending the erection of a new City Hall of sufficient size to accommodate all the departments of the government, I do so from the conviction that the present year will be a favorable one for this undertaking. The Free City Hospital, Public Garden, South Bay, and other expensive works and improvements having been provided for, it appears eminently proper, at this time, to erect an appropriate building for a City Hall, which has been required for the public business for many years.

I have ascertained that the amount now paid for rents for the various premises occupied for city purposes, exceeds the interest upon any reasonable estimate of the expense of such a building as would be worthy of our wealthy municipality. In anticipation of some action upon this subject, arrangements have been made by which temporary accommodations for the City Council, and some of the city officers, could be provided in the Old State House during the erection of the new building; the leases of the tenants being predicated upon this contingency.

I trust, therefore, that this subject will receive the prompt attention from the City Council which its importance demands.

LIQUOR LAW.

Notwithstanding the fruitless applications heretofore made to the Legislature for a modification of the existing law, by which the sale of intoxicating liquors may be regulated by a license from the municipal authorities, I deem it my duty to recommend to the City Council, the appointment of a Committee to present this subject to the Legislature, now in session, with the hope that this effort may be more successful.

The fallacy of prohibiting the sale of spirituous liquors, except for medicinal and mechanical purposes, is obvious, from the Report of the State Liquor Agent to the Legislature. The various brands of choice and common liquors, thus sold under the sanction of the State, it would be difficult to find excelled in any other establishment, while the quantity kept on hand, and the capital invested proves, either that a wide-spread epidemic requiring active stimulants for its cure is continually raging in the rural towns of the Commonwealth, or that it is used as a beverage contrary to the statute made and provided.

There can be no reasonable objection to the State Liquor Agency for the convenience or benefit of the rural towns. But to insist upon a law remaining upon the statute book which is absurd in its provisions, — is disregarded by its own agents, — and is not pretended to be enforced in our courts, — refusing all legislation by which it may be regulated, is unworthy of the intelligence of a Massachusetts Legislature. And I have reason to believe that a candid representation of the necessity which exists for a license law to promote the welfare of our city might at this time be regarded with favor.

COUNTY AFFAIRS.

The peculiar relation of this city to the County of Suffolk, by which all the duties of County Commissioners and Surveyors of Highways is vested in the Board of Aldermen, increases the labors of that branch of the government to an extent unparalleled in other cities; and it is in the independent exercise of these duties, and those of the Board of Health, required by the City Charter, that it has been so frequently stated, that the Common Council was not sufficiently regarded as a co-ordinate branch of the government.

In all *City* affairs the Council have concurrent jurisdiction through the Joint Standing Committees, and an equal power in the making of all appropriations, and to limit the *general* expenditures by the Board.

Therefore, under the present Charter, the members of the Common Council are simply relieved of some very onerous duties, which would not only occupy a considerable portion of their time during business hours, but would entirely prevent their adjournment, for a recess, during the summer months.

The General Statutes require the duties relating to the County and Board of Health, to be performed within a certain time, and if neglected, the city, in some cases, would irreparably suffer; and consequently it is seldom that any recess can be taken by the Board of Aldermen.

Again, the small number upon each of the Standing Committees of the Board, allows each Committee to arrange its meetings with reference to the convenience of its members, and it is very rare that the meetings are not promptly held and the business transacted. This is not so universal in regard to the Joint Standing Committees, in which the number is much larger. Absence from the city, sickness, the claims of business, and other causes, frequently prevent a

quorum from being obtained, and the members present have not only lost their time, but the public business is delayed.

I respectfully submit these considerations to the members of the Council, as the subject is not properly understood by them or the community at large.

In this connection, I desire to correct the erroneous impression that our city is peculiarly unfortunate in the verdicts upon the suits in court, to which the city is a party. That the verdicts rendered against the city are occasionally unreasonable, I certainly admit; but many of these verdicts are merely nominally adverse to the city, inasmuch as the amount obtained by the plaintiff is frequently not as large as was previously offered by the City Committee. It is necessary for us to bear in mind that these suits are for damages of some kind, for which the city is generally liable, and the question is simply on the amount to be paid. The party refusing to accept the proposition of the city, commences a suit, the city consequently must be the defendant, and have a verdict against it.

Suppose the plaintiff has claimed \$10,000 as damages, has refused \$7,000, offered by the city, and on the trial the jury awards him \$5,000, the city has in reality gained the case, although the verdict was against it. During the last year the city has been peculiarly fortunate in this respect, and it affords me great pleasure to give this explanation, as an act of justice to the eminent ability and services of our City Solicitor.

There are many other subjects, which may be considered as important as those I have presented on this occasion, but I will omit a reference to them at this time, reserving them for such special communications, hereafter, as the public business may render expedient.

Gentlemen of the City Council;—In mingling my congratulations with yours in view of the general prosperity of

our municipal affairs, let us remember the position of honor and responsibility we occupy in reference to the present condition of our country.

The moral influence of Boston is second to no other city in the United States. The genius and intelligence of her mechanics, — the commercial sagacity of her merchants, — and the financial talents of her capitalists, will compare favorably with those in any other section of the Union. Earnest, true to her historical antecedents, she stands to-day as eminent for her patriotic devotion to the principles of free government, as in the days of the Revolution. Yielding a willing obedience to the exigency of the times, — proud of her sacrifices, — glorying in the honor and success of her martial sons, — cheerfully responding to the call of the National Government, to sustain the national credit, — rejoicing that she is a defender, and not an aggressor in this fratricidal war, — confidently relying upon the firmness and sound judgment of the President, to control the morbid spirit of party which is even now raising new issues, the effect of which is to embarrass and retard the great political and military events, which are now in progress, she tenders to him a cordial and unwavering support, — and she looks forward hopefully to the time, when the Supreme Ruler of the Universe, shall in His wisdom, still the storm and the tempest which now so fearfully threatens the safety of our ship of state, and when peering out from the dark clouds of disunion star after star emerges, until the glorious cluster of free and sovereign States, North and South, East and West, shall again be bound together by a common interest in each other's welfare, as one People and one Nation.

ADDRESS
 OF
 HIS HONOR THE MAYOR,
 JOSEPH M. WIGHTMAN,
 ON THE OCCASION OF
 LAYING THE CORNER STONE
 OF THE
 CITY HALL IN BOSTON,

DECEMBER 22, 1862.



BOSTON:
 J E FARWELL & COMPANY, PRINTERS TO THE CITY,
 No. 37 CONGRESS STREET.
 1862.

ADDRESS.

Gentlemen of the City Council :

THE present occasion is one of peculiar interest to you as the official representatives of our citizens, inasmuch as by your action the City of Boston, for the first time in her memorable history, is to lay the foundation, and erect an edifice for the various departments of her government.

The full, clear, and comprehensive report of the Committee, made on the 19th of June last (*City Document No. 44*) upon this subject, received your approving votes with an unanimity as generous as it was deserved. The record of the action of the various City Councils, from 1838 to 1862, presented an array of facts, which not only show the wisdom but the necessity of your prompt and decisive action.

There are some interesting facts in connection with the erection of the town houses and town halls of the olden time, which may not be inappropriate to mention upon this day, the anniversary of the Landing of our Pilgrim Fathers, and upon this occasion. It appears that for nearly thirty years after the first settlement of Boston, in 1630, although the subject of a town house was frequently agitated, the town was without any public building for town purposes. In 1656 an influential and wealthy citizen, Capt. Robert Kayne, died, and left a considerable legacy, in his will, for the purpose of building a town house.

In March, 1657, a committee, consisting of Captain Savage, Mr. Stodard, Mr. Howchin, and Mr. Edward Hutchinson, senior, was appointed "to consider of ye modell of ye Towne House to be built," also of the expense and location, and to

take up subscriptions "to propogate such a building." I have before me the original subscription paper for the erection of this edifice, with the following heading:

"Whereas, thear is giuen a Considerable sume by Capt: Kayn towards the Building of a towne house w^{ch} sume will not ataine the Building w^{ch} he mentioneth in his Will, now Considering the vsefulness of such a Structure wee whose names are vnder written, doe ingage our selues our heyres executors for to giue towards the aboue sd hous and also a Condit in the Market place, the seuerall sumes vnder written."

The first signature is Gov. "Jo. Endecott, £2 10s." Next is Deputy Gov. "Ri. Bellingham in country pay, £10." Then follows:

"Edward Tynge, in corne	10 00s 00d.
John Evered, in goods and corne	10 00s 00d.
Peter Olliuer, in goods and provisions	10 00s 00d.
James Olliuer, provided thare be a cundit with-	
all, in goods and provisions	12 00s 00d.
Timothy Atkins will give in hats	5 00s 00d.
Hezekiah Usher will pay in English goods, or	
equivalent, twenty poundes, provizo yt ye	
market house be erected and a cundit	20 00s 00d."

In this manner three hundred and fifty-six pounds was contributed, principally in goods, by one hundred and twenty-two of the inhabitants of the town, among whom were some of the most distinguished of the New England Puritans.

The result of this effort was the building of a town house of wood at the head of State Street, where the old State House now stands, between the years 1657 and 1659, at a cost of six hundred and eighty pounds. This building was consumed in the great fire which occurred in 1711. During the following year, 1712, another town house, of brick, was

erected in the same place; this was also destroyed by fire in 1747, in which "the ancient books, early records, and other valuable papers were burned." This was regarded then, as now, a serious calamity. In 1748 the building now known as the Old State House was erected for a town house, but appears to have been occupied by the "General Court of the Commonwealth and the Supreme and County Courts." That town houses were generally used for the courts is apparent from the fact that when, in 1742, Peter Faneuil, a liberal and wealthy merchant, erected "Faneuil Hall" at his own expense and presented it to the town, it is described as containing not only "a large and sufficient accommodation for a Market place, but has also superadded a spacious and most beautiful Town Hall over it, and several other convenient rooms which may prove very beneficial to the Town for offices or otherwise." It is also a remarkable fact that, notwithstanding he proposed to build this at his own charge and make a present of it to the town, the proposition was opposed to such an extent at a town meeting held in Brattle Street Meeting-house in July, 1740, that the generous offer of Mr. Faneuil was accepted by a majority of only seven votes — three hundred and sixty-seven being in the affirmative, and three hundred and sixty in the negative. Singular as this vote may seem to have been which decided the erection of the most celebrated building connected with our national history, it would not be difficult to find similar instances of the peculiarities of our people even in the present day.

Faneuil Hall appears to have been the first actual town house, as it was also the first city hall, in Boston. From 1742 until 1822, a period of eighty years, the rooms were used by the selectmen, town clerk, treasurer, and other town officers, while the town meetings were held in the main hall. It was here that the first city government was organized, in May, 1822, and it continued to be occupied by the city

officers until September 17, 1830, when the Old State House was remodelled and dedicated as a "City Hall."

In a few years, however, it was found that "the inconveniences to which the citizens generally, as well as the municipal officers, were exposed by the existing arrangements, — the constant and great danger to important documents and records from fire, and the insufficient space allotted to many of the officers for the transaction of the business of their respective departments," — could only be remedied by the erection of a commodious and suitable building. This was reported by Mayor Eliot in May, 1838, and it was then proposed to erect "a handsome, well lighted, and well ventilated building" upon this spot, at an estimated cost of one hundred thousand dollars. The Mayor and Aldermen were, however, overruled by the Common Council in relation to a *new* building, and finally, in July, 1840, they concurred in an order to alter the old Court House into a City Hall, at an estimated expense of \$14,475. Although the alterations were skilfully and admirably made, the size of the building was only adapted to the City Government at that time, and consequently, within a few years, the same inconveniences, from restricted accommodations, began to be experienced, which had caused the removal from the former building.

These difficulties continued to increase, and year after year, since 1850, the most favorable reports have been made, plans, specifications, and estimates have been obtained, and each succeeding City Government has appeared to realize more and more the need of a City Hall worthy of a great and prosperous municipality. Since this building we are now superseding was first occupied for a City Hall, the assessed valuation of Boston has increased from ninety-four and one half millions in 1840, to three hundred and sixteen millions in 1862. In this progress of events, the increase in the population and wealth of the City has added largely to the duties and responsibilities of its officers.

To meet these exigencies, new departments and officers have been created, and old departments have been reorganized and extended. Among the new departments are, the Police, Water Commissioners, Directors of Public Institutions, Commissioners of Public Lands, Trustees of the Public Library, and Trustees of Mt. Hope Cemetery. In addition to these are the following officers: City Engineer, City Physician, Water Registrar, City Registrar, Clerk of Committees and Mayor's Clerk; Superintendents of Internal Health, Public Lands, Public Buildings, Public Schools, Telegraphic Fire Alarm, and of Lamps; all of whom, except the Trustees of the Public Library, require offices for the transaction of the public business. In all the old departments, the increase of labor has been very great, particularly in those of the City Clerk, Treasurer, Auditor, and Assessors, and consequently a corresponding increase in the number of assistants and clerks has been required.

Under these circumstances, it is self-evident that the accommodations furnished in the present City Hall are now, and have long been, entirely inadequate for the proper performance of the public duties. There are forty-seven standing committees of the City Council, and but two committee rooms in the City Hall, so that the offices of the City Clerk, of the several Superintendents, and even that of the Mayor, are obliged to be used for the meetings of the committees. The rooms are generally small, badly lighted, and without ventilation. One of them is occupied by the recording assistants to the City Clerk; another assistant is located in the public ante-room used by reporters and other persons, while the City Clerk and Mayor's Clerk have their desks in the room of the Board of Aldermen. The Superintendents of Public Lands and of Sewers, with their clerks, are crowded into another, the Superintendents of Streets and of Internal Health, with two clerks, attend to their office duties in an apartment which scarcely allows room enough for the desks

of the occupants, while the Superintendent of Public Buildings and Clerk of Committees have even worse accommodations; and I am confident that if any one of our merchants who has deemed this building unnecessary would go through the offices in the present City Hall, he would not only change his opinion, but would be satisfied that the accommodations, afforded to the chief recording officer of our city, are inferior to those for the clerks in his own store, and that the City Treasurer, the receiver and disbursing officer of six or seven millions of dollars annually, is crowded with his clerks, book-keepers, and tellers into a single room, which for size and inconvenience, probably, could not be equalled by that of any other city treasurer in the Union. But the City Treasurer is not the only sufferer from this state of things; the citizens, on the monthly pay-days, are obliged to wait outside the office in the cold, and sometimes snow and rain, for their turn to enter and receive their money, which is not only exceedingly annoying, but is an unnecessary waste of time. This would be scarcely tolerated in a country town in New England, and it is certainly unworthy of the wealth and reputation of Boston.

But it may be said, admitting all this to be correct, was it expedient to erect a new City Hall at this time, while the country was struggling under the pressure of a disastrous war? It is too true that we are passing through a war terrible in its consequences, and which may well make the stoutest heart falter at the prospect before us, as to the future of our country. But are not other works and enterprises, both public and private, proceeded with? Are we to sit down in despair, as if this war was to culminate in a dissolution of the Union, and the result of it was to determine whether or not our city was to be destroyed by an earthquake? Individuals do not so regard it. Witness the magnificent warehouses, the sumptuous stores, and the palatial residences with which they are bordering our streets and avenues. Nor is there any

demurrer on the part of our citizens to the vast sums appropriated and expending upon the Public Garden, the City Hospital, the City Stables, and other public improvements, not one of which bears any comparison, in importance, to the City Hall. The latter is to provide for the exigencies of the public business; the former are for ornament, philanthropy, or convenience. Even the war itself has furnished additional reasons for its erection, inasmuch as it has been the cause of adding more than a million of dollars to the disbursements from the city treasury within the last six months, and it has also required the organization of a new department, both ministerial and financial, and of a most laborious character, to disburse the State aid to the families of our soldiers.

By procrastinating its erection even pecuniary interests are sacrificed; because at no previous time since the city was chartered has money been so abundant, or could be obtained on such favorable terms; and the advantage of making contracts at this time might not again occur for many years. Besides, we must take into consideration the fact that even if the war was to be closed forthwith, a long time must elapse before the City would be in any better condition to bear the expense; for, if we feel the pressure during the *issue* of so much paper currency by the government, what will hereafter be our condition when, in common with other municipalities, we are called upon to furnish the means for its redemption? Could we then have deferred the building of a City Hall for ten or twenty years longer, without compromising the public interests to a far greater extent than the present expenditure of \$160,000, or even \$200,000? To-day the public archives of the city, belonging to many of its departments, are exposed to remediless loss by fire and other casualties, in ordinary buildings, rented, from their necessary location in this vicinity, at high if not exorbitant rents. The most valuable are kept in safes, but the great mass of papers and public documents have no proper place for their

security or preservation. Is not this discreditable to a city which is the most wealthy, in proportion to its size, of any in the world?

There is an astonishing apathy, often amounting to culpable neglect, in regard to the preservation of public papers. As Chairman of the Committee on Streets, in 1858, I accidentally learned that all the invaluable plans in relation to streets and the public domain, involving rights, titles, and legal questions of the utmost importance, the loss or destruction of which would be irremediable in many cases, and the expense of restoring others by new surveys would be more than the whole cost of a City Hall, had not been kept in any place of security except that afforded by the City Engineer's office, which was then in the upper rooms of a store on Washington street. In 1859 I brought this subject to the attention of the Government, and by personal effort obtained the erection of the present fire-proof office and repository, over the office of the Registry of Deeds.

For the want of proper places for their preservation, our historical records and files of papers have been lost to a deplorable extent. Last year I purchased for the City, from the estate of a deceased antiquarian, nearly two hundred valuable papers, originally belonging to the official files of the town, dated from 1680 to 1775, including nearly all the official papers in relation to the erection of Faneuil Hall, the building of Long Wharf, and other similar documents. These papers must have been abstracted many years ago, as our present City Clerk has no knowledge of their ever having been in his possession; and it is a remarkable fact that there is scarcely a paper of any historical interest, previous to 1800, now remaining upon our files. Those which remain, and the printed documents which have been preserved, are arranged in wood cases around the walls of the committee rooms, exposed to loss by fire at any time.

To persons unconnected with public affairs, it is difficult

to appreciate the exceeding trouble and loss of time, from a want of room to arrange the documents belonging to a department for convenient reference. There is not an officer in the City Government that does not daily and hourly suffer from this cause, and the number of valuable papers which are thus mislaid or lost is extremely annoying.

There is another consideration which is worthy of our attention. It is that the erection of this City Hall is to be commended on the ground of economy and as a means of reducing the taxes upon our citizens. There are now one-half of the departments located outside of the present City Hall; the rent of the premises they occupy is eight thousand dollars per annum. As the amount appropriated for the new building (\$160,000) is to be obtained by a loan for twenty years at 5 per cent. interest, and as these bonds command from 13 per cent. to 15 per cent. advance, the interest is reduced to less than $4\frac{1}{2}$ per cent., and amounts to but little over \$7,000 per annum; which is from \$800 to \$1,000 less than is now paid for rents. The *principal of the loan, or cost of the building, does not form a part of the annual city tax*, but is gradually provided for from sales of public property and other receipts, deposited from time to time in the Sinking Fund, to meet the bonds at maturity.

But this is not the only saving. It appears from the Auditor's books that during ten years, from 1852 to 1862, the expenditures for repairs, alterations, and improvements on the present City Hall amount to \$16,504.24, to which is to be added an unexpended appropriation of \$4,000 to repair the roof, being a total of \$20,000, or an average of \$2,000 per annum. Within the same time there has also been expended for repairing and fitting up rented offices \$7,264.96, and for safes for these offices \$3,144.89 = \$10,409.85; which is an average of more than \$1,000 per annum. We have thus a grand total of \$30,000, or \$3,000 per annum, which average was not likely to be diminished in the future; and I believe

it will be no more than a fair statement to say that under the present arrangement for the rents and repairs of the public offices, the citizens are taxed \$11,000 per annum, while the interest on the capital to be invested in the new City Hall will not exceed \$7,500.

I have thus, gentlemen, endeavored to present some of the facts and reasons which in your judgment, and in my own opinion, were sufficient to justify the erection of a City Hall at this time. In a city like this, increasing so rapidly in wealth and population, public improvements cannot remain stationary. When, therefore, we consider the vast expenditures which have been made in extending the area of our territory on the South Bay, and the Neck lands; in laying out new avenues, and widening and extending old streets; in building the most approved correctional and eleemosynary institutions; in erecting spacious and admirably arranged school-houses; in founding and supporting a public library, in every respect worthy of the Athens of America; and in establishing a City Hospital destined to become one of the most beneficial if not beautiful of our public institutions, we cannot but be impressed with the conviction that our action in the present instance has been in strict conformity with that solemn oath of office we have each and all of us taken, "to faithfully and impartially discharge and perform all the duties incumbent upon us to the best of our knowledge and ability."

THE
INAUGURAL ADDRESS
OF
HIS HONOR
FREDERIC W. LINCOLN, JR.
MAYOR OF THE CITY OF BOSTON,
TO
THE CITY COUNCIL,

JANUARY 5, 1863.



BOSTON:
J. E. FARWELL & COMPANY, PRINTERS TO THE CITY,
No. 37 CONGRESS STREET.
1863.

A D D R E S S .

Gentlemen of the City Council :

ON the second Monday of December last, the citizens of Boston were called upon "to meet together within the wards in which they respectively reside," for the election of municipal officers. The City Charter also provides that the officers thus chosen at the annual election shall enter upon their several offices on the first Monday of January.

In accordance with these provisions, having been duly notified that by the returns of votes we have been selected by our fellow-citizens to administer the government for the ensuing year, we have assembled in this hall, and having "taken the oath of allegiance and oath of office, and an oath to support the Constitution of the United States," with a prayer to Almighty God for his blessing, we are prepared to enter upon the duties assigned to us. The proprieties of this occasion, as well as the precedent established by my predecessors, impose upon me the duty of making, on this, the threshold of a new administration, a few suggestions upon some of the topics which are hereafter to engage our attention.

Associated together for no purpose of selfish aggrandizement, or personal ambition, it is well that we should pause and consider our mutual relations, and those grave responsibilities which our constituents have committed to our care.

The offices we hold are not mere idle honors, conferred as political rewards for party services, but high, important trusts, placed in our hands by the people themselves ; and as, in the relation of a trustee, the conscientious man often feels

a greater solicitude for the interests of others whom he represents, rather than for those of his own, so we are called upon, in a like manner, to exercise a more vigilant care and a more scrupulous allegiance to those obligations which this position imposes.

We enter upon our duties in the most momentous and perilous epoch of our country's history. Our beloved land, of which we have been so proud, governed by a constitution which secured blessings unknown to any other people, and whose historic annals in peace or war were emblazoned with deeds which added new dignity to human nature, whose flag, the ensign of the free, was respected and feared in every land and upon every sea, is now passing through the fiery furnace of affliction. The scoffs and sneers of an envious world bear witness to our humiliation, and were it not for that heroic fortitude and manly endurance which were transmitted to this people with the blood of their ancestors, we might look forward to the future with grief and despair.

Boston is passing through this ordeal worthy of her ancient renown. The flower of her youth she is giving to her country's cause, and her fair women cheerfully send husbands, sons, and brothers, and others as dear, to the distant scene of conflict; and though the joy of home has departed, and empty seats are at the fireside, yet with stifled sobs and uncomplaining heroism, they bear the sacrifice, and with nimble fingers and untiring industry seek to succor and comfort the absent—showing that their hearts, if not their persons, “are on the perilous edge of battle.” Whatever may have been the causes, whether immediate or remote, which have led to this wicked rebellion, Boston is without reproach. She has been true to all her constitutional obligations—sometimes under the most trying circumstances—and she will remain so to the end. The memories of the Fathers are the inspiration of her sons; and gladly are welcomed toil and suffering in defence of those great prin-

ciples which have made her what she is, and which she will transmit, at whatever cost, to posterity.

We of this generation are to be tried on our manhood — our mettle and spirit are to be tested. The experiment is being made to see if we are worthy of this free government under which we have enjoyed so much, and whether the system of republican institutions has raised up a race of men in conformity with its great ideas. In common with the loyal of all parts of the country, the people of Boston feel that great throb of national patriotism which is quickening and stirring so many hearts, and which we trust will, in God's good time, restore a distracted land to its old bonds of union and peace.

The vital interests growing out of the peculiar situation of our national affairs, no doubt exerted an influence on the recent popular election, although it was confined to mere local officers. The state of the country imposes upon the inhabitants an amount of taxation and pecuniary liabilities, unparalleled in our history. This is not the tribunal to pass judgment upon the acts of our predecessors. A distrust should not be expressed as to their loyalty to the great cause of the country; on the other hand, they are to be commended for the vigor with which they endeavored to aid the recruiting of the ranks of the army, and for the contributions from the City Treasury for the support and comfort of those who had volunteered. But there was an apprehension that, however deserving these acts were, a wise policy was not pursued in regard to *other* expenditures. It was felt by an influential class in the community, that with this large expenditure, necessarily extraordinary in its character, growing out of a state of war, an effort should have been made to curtail those of an ordinary nature, some of which might have been proper in a state of prosperity and peace. I speak of this not to harshly condemn those who formerly occupied these seats, nor to impeach their motives, but simply to

indicate the policy which should guide our own acts, and which the people expect at our hands.

The times demand, and our constituents have a right to insist, that their servants should pursue a most rigid economy in every department of the public service.

A system of taxation has necessarily been inaugurated by the National Government, which permeates through all the transactions of business experience, and exacts a revenue even within the sphere of social life.

This is a burden which I have no doubt will be cheerfully met, but it comes at a time when the people are least able to bear it, and should cause us to hesitate before we impose one iota more upon them than is actually necessary in carrying on their local affairs.

I do not advocate, in a parsimonious spirit, any niggardly policy, but submit that we must be governed by the actual circumstances in which we are placed.

I therefore call upon you, as soon as the Government is organized, and as you take your share in the active duties of administration, as members of the different committees, to see to it that a most jealous scrutiny should be exercised in regard to all expenditures, large or small, and I do not think it is beneath the dignity of this occasion to suggest that those expenses which have been in the past so liable to abuse, and which have sometimes been justified as a necessary refreshment from the exhaustive toils of official life, as they are without legal sanction, should be sparingly used, even if they are not entirely abated.

Let us ever remember, in the performance of our official duties, that it is the public interests which demand our attention. Private interests we shall find the most importunate, and by a steady pressure, and that tenacity of purpose which selfishness engenders will seek to make us believe that public welfare demands what only private interest craves.

In the words of the Charter, it is "discreet persons" who

are to be chosen by the people to administer their affairs. Let the wisdom of our acts be in some measure a justification on the part of the people for the choice they have made in selecting us as their agents.

With these few preliminary observations, allow me to direct your thoughts to some of those practical topics which deserve consideration, premising, however, that it cannot be expected that I should go into details, or that I have much personal knowledge of the present state of public business. The annual reports of the several heads of departments will soon be upon your desks, and from them we shall doubtless derive important information in regard to the transactions of the past year and the prospective wants of that upon which we are entering.

FINANCES.

The first subject which naturally attracts our attention is our financial condition. There is some difficulty in presenting this statement for the purposes of comparison, as the municipal and financial year do not correspond in respect to time, — our municipal year commencing in January, our financial year in May. I have sometimes thought that it might be well to make a change in this respect, making the two correspond. A new administration often comes into power with but a small balance of appropriations unexpended, and are often forced into the necessity of making new loans to carry out a project which they had no responsibility in inaugurating. In this connection, allow me to express a hope that the transfers from the reserved fund may be more jealously guarded. It might be well, if anything is wanted from it for some original project, to require a two-thirds vote, the same as a loan. It is wise to have such a fund in the general appropriation bill, but it should be with such restrictions on its use as will prevent it from being spent for objects only temporary in their character, or for some other

purpose which would receive barely the assent of a majority of the members present.

I present a brief memorandum, from the Auditor, of the amount of the city debt, together with the appropriations and the payments, so far, in the present financial year, and the balance unexpended. For a more complete analysis of our financial condition, I would refer you to the late report of the Committee on the Reduction of the City Debt:

CITY DEBT, JANUARY 3, 1863.

The whole indebtedness of the City, at this time, funded and unfunded, appears to be, \$10,392,207 77

The means of paying the same are,

Cash in Treasury . . .	\$505,733 99	
Bonds, etc., all considered good	324,593 19	
	<hr/>	830,327 18
		<hr/>
		\$9,561,880 59
Of this amount the Water Works owe . . .	6,228,787 14	
	<hr/>	\$3,333,093 45
The War Loans amount to	1,175,000 00	
	<hr/>	
Leaving the net balance incurred for City purposes	\$2,158,093 45	
	<hr/>	

APPROPRIATIONS AND PAYMENTS, 1862-63.

The whole amount of Appropriations, by Taxes and Loans, for the present financial

year, exclusive of the War Expenses, amounted to	\$3,807,000 00
The payments already charged on the Audi- tor's books, against these appropriations, amount to	2,818,000 00
	<hr/>
Leaving a balance of	\$989,000 00
	<hr/> <hr/>

Which is at the disposal of this government.

The War Loans, most of which have been expended for the relief of soldiers' families, and for bounties to volunteers, and other like expenditures, amount to \$1,175,000. Of this amount \$60,000 have been reimbursed by the State on account of aid rendered to soldiers' families. The expenditures on this account must be continued and provided for by additional loans, the State reimbursing in future years, as in past, a large portion of what may be expended for that object.

NEW CITY HALL.

One of the most impressive circumstances of the services of to-day is the fact that probably this is the last City Government that will be organized within these walls. The multiplied municipal interests of our growing city has demanded for some years greater accommodations for its public offices than the present building affords. The expediency of erecting, in this time of war, a new building, has not been left for us to decide, but has been determined by our predecessors. Plans have been drawn, contracts have partially been made, and, in fact, a building has actually been commenced to take its place. It is our duty in good faith to carry out what has been left unfinished by others; but if we have "entered into their labors," it should be with a clear

understanding of what they proposed to do, and the means which they have appropriated toward its end.

In examining the order for the erection of the building, I find that the committee are directed "to erect a City Hall, at a cost not exceeding the sum of one hundred and sixty thousand dollars." That a building can be erected for such a sum I have my doubts; and I am confirmed in this belief by the contracts already made. These only include granite, masonry, carpentry, iron-work, and taking down the old building, and amount to \$144,300.

Plastering, copper-work, carving, plumbing, heating apparatus, painting, glazing, marble-work, gas fixtures, fitting up offices, services of architects, and furniture, have not been contracted for, and have been estimated by competent judges at \$123,800. This sum, added to \$144,300, makes a total of \$268,100, which must approximate toward the real cost of the work. To this may be fairly added the cost of removal, and rents which the City will have to pay while rebuilding, amounting to ten or twelve thousand dollars. I have deemed it my duty to bring this subject to your early consideration, so that we may definitely know, at the outset, the cost of the edifice, and not be subject to the continual annoyance of new loans to carry on or complete the work.

PUBLIC LANDS.

The original public lands owned by the city at the South End have nearly all been sold. Upon them have been erected a large number of the most elegant dwellings of our citizens. The new territory of the South Bay will in part be occupied by public buildings, leaving a large balance, however, for houses, shops, manufacturing establishments, and for general business purposes.

At South Boston the City has for sale about a million of

square feet of upland, independent of the territory occupied by the city institutions.

It has been thought, in the past, that our public lands would be a very productive source of wealth to the City; but experience has proved that we have been too sanguine in this respect. Beside the good policy which has been pursued in selling them at a low valuation, for the purpose of securing tax-paying proprietors, the laying out of streets, the grading, paving, lighting, and in some instances laying edge-stones, considerably reduces the amount anticipated from the sale.

It was thought, when the Water Works were first suggested, that our public lands would pay very nearly their cost; but this has proved fallacious; the result has been otherwise. The account, however, is still satisfactory, as will be seen from the following statement, furnished me by the Superintendent of Public Lands:

Amount of land belonging to the City, situated between Harrison avenue and the line of Boston Water Power Company, sold from January 1, 1855, to December 31, 1862, has been 1,846,482 square feet,	
for the sum of	\$935,681 53
The expenses of the same	210,100 03
	<hr/>
Leaving a balance of	<u>\$725,581 50</u>

BACK BAY.

In an address to the City Council, in 1860, attention was called to the subject of the Back Bay territory, with a view to a friendly conference and co-operation between the parties interested in the improvements.

It seemed to me at that time, and later examinations of the plans of this large area of level land confirmed me in the opinion, that the City's prospective interest therein should be carefully protected. Consequently, the subsequent appointment of a commission, whose duty it should be to confer with the State Commissioners, the authorities of Roxbury, Brookline, David Sears, and other large owners, for the purpose of arranging some definite plan in regard to the direction and grade of streets, or a thorough system of drainage for the entire territory, was, in my judgment, a wise measure. It will require but slight examination and little reflection to convince almost any one that without some such concert of action as above contemplated and provided, it would be extremely difficult, if not absolutely impracticable, for the representatives of so many and often conflicting interests to voluntarily fall in with or agree to any plan of streets or system of drainage, however much it might be for their interest to do so.

The action of the City, in taking these initiatory steps, while it will materially enhance the value of all the property, will at the same time guard the prospective interests of the City itself, in a great degree, by having the streets laid out uniformly, and properly connected with the older streets, and thus prevent an additional claim on the Treasury for future widenings and extensions.

The Commission has, I understand, finished all the surveys, and nearly completed the plans of streets and a system of drainage, the report on which will soon be submitted to the City Council.

The City has a right to anticipate from so able a Commission a comprehensive and acceptable plan, as well as a full report on the entire subject entrusted to them.

The names of the Commissioners are, JONATHAN PRESTON, DANIEL DAVIES, JAMES SLADE, JAMES B. FRANCIS, and M. D. ROSS.

SEWERAGE AT THE SOUTH END.

The extension of the habitable territory of the city caused by the filling up of the flats of the Commonwealth and the Water Power Company, though desirable in itself, has yet caused serious embarrassment in the older settled portions of the City at the South End. Sewers and drains which formerly ran into this basin have been oftentimes cut off or obstructed, and it will be necessary to raise the grade of old localities to meet the new exigency. Without admitting to the full extent the legal claims which are set up by the owners of real estate in this vicinity, yet viewed as a sanitary measure affecting the health and lives of a large portion of our people, it is the duty of the City to take some measures for their relief.

It was with this view that in 1860 measures were taken to raise the grade of Dover Street, which having been completed it has been necessary to go on with the work, which must be continued until an area of many acres in extent shall be raised to such a grade as will afford a proper drainage.

For a number of years this subject will be one of the greatest importance, involving a large expenditure of public money and much care and discretion in its equitable disbursement.

I take great pleasure in recommending to your attentive perusal an admirable report on this subject from the pen of Alderman Parmenter of the last City Government.

PUBLIC INSTITUTIONS.

It has been my fortune within the past year to have become conversant with that class of Public Institutions which are situated at South Boston and Deer Island. While always taking a deep interest in them, especially when formerly connected with the City Government, yet I must confess that

I did not appreciate their great importance, until I was called into their more intimate connection as one of the Board of Directors who have them under their immediate charge.

The functions which this Board exercise are vitally connected with some of the most important interests of the community. The different classes of subjects over which their influence extends embrace pauperism and crime—the most startling concerns of large municipalities; the support of the poor; the custody of the vicious; the care of the homeless and the infirm; the succor and maintenance of the orphan and the neglected ones, together with those whom Providence has afflicted with insanity and madness.

I feel that I ought to bear my testimony from personal knowledge, in favor of the general good management of the institutions, and of the efficiency and fidelity of their respective superintendents. In process of time, with the increase of the population of the city, some changes will be required, especially in regard to the separation of the institutions at Deer Island, which are now necessarily under the same roof.

The condition of the Lunatic Hospital at South Boston deserves some consideration, and if we were in more prosperous times might demand immediate action. The project of building new wings to the present edifice was considered last year, but it was wisely determined not to add any additional cost to the present structure. It may be deemed desirable at some future period to build a new hospital in some other locality. A report from the Board of Directors on the subject has been referred to the present government.

NEW CITY HOSPITAL.

I am happy to know that the buildings for the new City Hospital are nearly completed, and will be ready for occupancy during the approaching summer. The new Hospital

seems to complete the system of public charitable institutions under the charge and fostering care of the City Government.

I have great confidence that it will be the means of much good, affording solace and comfort to many who otherwise might suffer, or die neglected. That such an institution was needed, the testimony of our physicians, the almoners of our benevolent societies, and others interested in philanthropic labors among the poor and diseased, has for years given ample proof. The reproach, that Boston had so little hospital accommodations compared with other large cities, is now removed. It will be the duty of the City Council at an early period of the year to select a board of trustees for the organization, as well as the permanent management of the institution.

EASTERN AVENUE.

One of the most important subjects which may possibly be called to your attention during the year is the construction of a new avenue to South Boston, commonly known as the Eastern avenue. Any enterprise which will have the effect to promote the welfare of the citizens of this important section of the city, and enhance the value of our unsold lands in that vicinity, should receive the approbation of the Council, providing that it will not interfere with other interests of still greater importance.

South Boston has now three avenues, and it has appeared to me that if another avenue is needed, a continuation of Broadway, one of the most beautiful streets of the municipality, to the city proper, is the most favorable and easy of accomplishment. There are, however, some plausible reasons in favor of the contemplated work, but its construction involves so many other considerations besides the one of a mere highway, that the subject should be approached with much solicitude and circumspection. The project originated with some of our most respectable citizens, who obtained a

charter from the Legislature. Subsequently the aid of the City was sought for the accomplishment of the work, but there were legal difficulties in the way, which were afterwards obviated, and the corporators were authorized to transfer its franchise to the City for the purpose of building it. Its proposed location passes over both public and private property, but I am not aware of the terms and conditions which these parties will impose upon the City if we see fit to construct the work. In fact I find that the City Engineer, who puts the sum for a portion of the work at nearly \$200,000, significantly states "that his estimates do not include the *cost of any property*. That has not been included in his vote of instructions."

It appears to me, from the imperfect knowledge of the subject which I now possess, that we should not engage in an enterprise of such magnitude without a more thorough and perfect knowledge of its probable expense.

It should be made clearly apparent that "the public convenience and necessity" require it. The example of the Mount Washington avenue should be a warning to us. This project was urged with like pertinacity by its friends, but was left uncompleted after the City had defrayed from the Treasury its proportion of the cost, thus benefiting only local interests.

In addition to these views, the enterprise should not be commenced without considering its effects upon the harbor, and the prospective improvement of the South Boston shore. The peculiar state and location of this territory is, I believe, to be one of the important auxiliaries to the future commercial prosperity of this metropolis. If it is to be the destiny of Boston to increase its business relations in the future, in the same ratio as in the past, the whole of this water front, something like a mile in extent facing the harbor, will be required. It affords a fine opportunity for schemes of wet docks and warehouses, and grand depots for the railroads

which connect us with the interior and the great West, carrying freight to the edge of tide water, and furnishing unrivalled facilities for that export trade which it is hoped, through the enterprise of our merchants, we shall some time acquire. If we do anything now, let it be done in the direction of such improvements, and not hastily rush into new projects which may embarrass or retard us in the future. The subject is under consideration by the United States Commissioners, as well as by commissioners of our own Commonwealth, and their advice and opinions will no doubt aid us materially in forming our own judgment.

BOSTON HARBOR.

One of the most important objects now in progress is the scientific survey of the harbor. The Commission consists of Brigadier-General Joseph G. Totten, Chief Engineer of the United States; Prof. A. D. Bache, Superintendent of the Coast Survey; and Rear Admiral C. H. Davis, Chief of Bureau of Navigation. They were invited, and accepted the trusts in 1859. The work has steadily been going on since, although from the prominent position of the commissioners in the National Government, and their necessary separation from each other in the public service during the war, they have not yet concluded their labors. Their services are voluntary, and without any emolument, their travelling expenses only being paid by the City.

Their opinions are free from any local bias, and they treat the whole subject as scientific engineers, proceeding deliberately to their conclusions on the basis of careful, multiplied, and unwearied observations. The objects of the Commission were general, but the knowledge which they obtain, and the opinions which they form, are of such a character as will often bear with great force and weight of authority on special subjects which may come under the consideration of the City Council, or State Legislature.

The objects and duties of the Commission may be enumerated: 1st, an accurate knowledge of the condition of the harbor at this day; 2d, an accurate knowledge of its progressive changes of condition as far as they can be reliably determined — this determination to be the result of comparisons at different periods; 3d, the remedy of any evils springing from these changes of condition; 4th, the means which it will be necessary to take to preserve the existing regimen when it is healthy and works beneficially.

The study of the currents and of their effects is indispensable, and forms a considerable part of the expenses and delay of the Commission. Upon this study will depend most important conclusions.

A series of reports has already been made by the Commission, some of which bear the marks of varied and continued labors in the field and patient research in the closet. Of these reports that which is known in the series as the "fourth" possesses at the moment a peculiar interest. It is a preliminary report on the currents of the harbor, and gives a special discussion of the conflict and dispersion of the tidal streams of flood and ebb in the upper harbor. They vary in direction during the two states of the tide in a manner which demands the most patient inquiry for their perfect comprehension.

It is understood that this fourth report will have for its sequel a report on the occupation of South Boston Flats with a view to permanent improvement.

I shall urge the gentlemen composing the Commission to furnish this report as soon as possible, or as soon as their other duties will allow of their giving their attention to the subject.

In connection with the subject of the harbor, it is proper for me to allude to the condition of the sea wall on the Brewster, which recent storms have much damaged, and which imperatively calls for Congressional action. Some steps, also,

should be taken to influence the National Government for additional heavy armament for our forts, or a floating battery or ram within our waters to protect us against the attack of a foreign foe, should the complications in our national affairs excite any apprehensions on our part.

The limits of an inaugural address will not permit me to speak of many subjects of municipal importance equally deserving consideration as those to which allusion has already been made.

The Public Schools, the Public Library, the Water Works, the Fire Department, are each in their separate spheres performing the good they were designed to accomplish, and so well that all that is necessary to say is a word of commendation in favor of those who have had them under their immediate control.

I regret that some change has not been made by the Legislature in the organization of the Overseers of the Poor, a subject which should receive the renewed attention of every Government until a reform is made in that department.

A prolific source of public expenditure is our streets. At times large amounts are required for widening and paving, while always their care and cleanliness, as a necessary sanitary measure, make constant drafts upon the treasury. I have felt in ordinary times that we were too lavish in our paving appropriation, and trust that in the present year it will be considerably reduced. In regard to the Health Department, may it not be well to consider the expediency of having a portion of this work let out by contract, thereby probably saving each year several thousand dollars?

The work on South Bay territory, which has for so many years been under contract, costing an immense amount of public money, and which has made the name of "Evans" a household word within these walls, has finally been com-

pleted; but the contract for the extension of Albany Street is still unfinished.

The introduction of horse railroads has opened a new field for municipal legislation. While fully admitting the great benefits which the mass of the people enjoy from their use, great care should be taken that they do not usurp powers over the highways which, however advantageous to those corporations themselves, yet impair private rights as well as the public interests.

The new rules and regulations of the Police Department will, I trust, add to its efficiency; but it is the moral character and nerve and vigilance of the members of the force which must give any system success.

There are peculiar temptations which surround every officer, and perfection cannot be found in any individual, but the community have a right to expect at this time some radical changes in this department, and they will be made by the Executive with a sense of that deep responsibility to the public welfare which a department so closely under his supervision demands.

I have now, gentlemen, trespassed longer upon your time than I had proposed to myself, and must bring these remarks to a close.

I shall have occasion frequently, in the line of my duty, to call your attention to special subjects which deserve consideration. Our constituents, ignoring in a great measure all party questions, have brought us together to promote the welfare of every class and rank into which the community is divided. The great and permanent interests of the whole city and its entire population we are placed here to advance and sustain. Let party names and partisan issues be banished from our councils; let our legislative acts have but one motive, the public good, and let it be understood that character must be the great merit which every applicant for

office or position must possess, if he expect favor at our hands.

While appreciating with the deepest sensibility the marked and unsolicited compliment which has been paid to me by my fellow-citizens, in again calling upon me to assume former official relations to the Government, yet my only confidence in the success of my administration depends upon the aid and co-operation which I shall receive from you who have been chosen by the people as members of the co-ordinate branches. Our citizens have a right to demand that reforms shall be made where they are needed, and that abuses which have crept into the public service should be exposed and their authors shorn of power and influence. Too much blame is often attached to the Mayor on account of the deeds of others connected with the Government, over whom he has no personal supervision, and if any authority, only extremely limited in its character. It should be remembered that the Chief Magistrate is neither omnipresent nor omniscient, but must depend upon others for means of information. Every individual member of the Government, therefore, should consider himself the guardian of its reputation and character, and should see to it that no stain should rest upon its fame, and that if wrong is found or suspected anywhere, he is responsible that measures should be taken for redress and reparation. That there will be this mutual help and concerted action between ourselves, I have the fullest confidence. Otherwise, I should approach that portion of the public duties allotted to my care with the deepest apprehension.

The year upon which we have entered is pregnant with those great events which will seal our destiny as a nation. At such an hour let no uncertain sound be heard from that city within whose boundaries repose the dust of Hancock and of Adams, and which did so much to give this people a name among the nations of the earth. The stones in her streets.

where revolutionary blood was first shed, will cry out in shame if she prove recreant to duty.

Let us sustain, in every constitutional way, the **President** of the United States and the Governor of our own beloved Commonwealth in all measures which shall be necessary to secure the perpetuity of the Union and the blessings of liberty, founded upon the principles of law and order.

Let us, in our humble way and limited sphere, do our part in this eventful crisis of our country's history, and, recalling to memory the oaths we have taken, solemnly dedicate ourselves to her service.

Our first obligations are here, about our homes, the seat of our dearest affections; let us rely for strength for our duties upon that Great Ruler who reigneth over all, remembering that "except the Lord keep the city the watchman waketh but in vain."

THE
INAUGURAL ADDRESS
OF
HIS HONOR
FREDERIC W. LINCOLN, JR.
MAYOR OF THE CITY OF BOSTON,
TO THE CITY COUNCIL,

JANUARY 4, 1864.



BOSTON :
J. E. FARWELL & COMPANY, PRINTERS TO THE CITY,
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1864.

ADDRESS.

Gentlemen of the City Council :

THE City of Boston enters to-day upon a new year in its municipal history. Its people, in the exercise of their rights of suffrage, have chosen and set you apart as the guardians of their interests. It is the duty of every citizen to bear his share of the public burdens, and to take upon himself those official responsibilities which the general voice demands at his hands. When these offices are unsolicited, and are assumed with no unworthy motives, it is honorable to be the recipients of such trusts and to receive such tokens of regard. Neither pecuniary emolument nor exalted rank are attendant upon the exercise of your duties ; but you become simply the agents of the people, acting in their behalf for the common good. If you are true to your obligations, you will satisfy your own consciences and participate with the rest of your fellow-citizens in the blessings which may follow from your exertions ; if you are false, and shape your official course for selfish ends, or seek to win only popular applause, which is often temporary in duration, you will blast your own reputations, and also share in the misery which your misconduct or neglect may entail. That the people have been wise, we must prove by our own conduct, — that they have been generous and confiding is the reason why we are here at all. With the solemnity of an oath, we have invoked the presence of the Most High, to testify to the sincerity of our intentions, and our prayers have gone up to Him for the strength which we may require.

We represent a City which, from its historic associations, and the intelligence and patriotism of its people, takes a deep

interest in the great struggle in which, to preserve its integrity, our Nation is engaged. We may not suffer, on account of our geographical position, the dire calamity of the war that is upon us, but it calls for new duties, in addition to the usual routine of municipal concerns. In the capital of a Commonwealth, which has stood first and foremost in everything which promotes civilization, and which has clung with an unflinching faith to those great principles upon which this nation was founded, a new dignity is imparted to our position by the eventful period in which we are called to act. The military successes of the past year have sustained the hopes of the patriot, and justified the prospect of the final overthrow of the rebellion at an early day. A wise providence has so far prolonged the contest, that the cause which provoked it might be more surely eradicated from the soil of a nation, whose boast had been before the world, that within its domains liberty and the equal rights of man were maintained by fundamental laws. Many of those problems, whose solution seemed so doubtful in the future, have been settled by the logic of events, and the Almighty hand which provided for his chosen people, "the cloud by day and the pillar of fire by night," has led us on with a degree of success which no human intelligence could have foreseen. Other nations, which at one period seemed to be about taking a part in the conflict, have paused in their course, and are watching with anxious solicitude the result of one of the most momentous struggles in the annals of mankind.

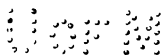
In common with the rest of the Union, we share the evils which afflict the nation, but at the same time we have much reason for congratulation upon the general prosperity of the particular community in which we live. Business in nearly all departments is good; capital and labor more highly remunerative than at any former period. Accommodating their interests to the new condition of things, our citizens are fully employed, and are rapidly seeking new enterprises for

emolument and profit. If in a state of war our prosperity is so apparent, we have reason to indulge the most sanguine anticipations for the future, when the Rebellion shall be crushed and the whole Nation be at peace. Let us enter with cheerful alacrity upon the several tasks to which we are respectively assigned, guided by the experience of the past, and, at the same time, apprehending by a wise forecast the additional responsibility which the condition of the country and the material and intellectual progress of our City demand.

In conformity with custom, at the inauguration of a new City Council, it is my official duty to present a statement of the condition of the public business with such suggestions as may be deemed pertinent to the occasion. In doing this I will premise by saying that it is not my intention to lay before you any new schemes for the expenditure of public money. The works now in progress and the extraordinary expenses growing out of national affairs, will warrant a postponement of every new project which is not imperatively called for by actual necessities. Our real wants are so large that the most watchful economy must be used, even in expenditures which are popular in their character and considered of vital importance.

FINANCES.

It is a gratifying fact that our financial credit, as shown by the sales of City Bonds, still stands so high in the money market. The policy of the Government in paying our funded loan, principal and interest, in gold, has enhanced the value of our stock at home, and given much satisfaction to our creditors abroad, who hold a large proportion of our scrip. The fact that we can borrow money on reasonable terms is a temptation to be profuse in expenditures, but we must recollect that the time will come for payment, and that the principal means for such payment must come from the pockets of the tax-payers, as we have comparatively few other resources of income.



In this connection allow me to suggest the propriety that committees hereafter appointed shall rigidly conform to the rules of the Government in regard to expenditures. Although an appropriation has been made for a certain object which is under the control of a committee, yet they have not the right to expend the whole or any part of it without a special order, unless full power was given them by the City Council when the original appropriation was granted. Under a precedent established many years since, certain committees have violated this rule, while others have conformed to it. There should be uniformity in this respect. The City Council should have more perfect information from time to time during the year of the disbursements from the treasury and give their sanction for the same. Under the present system in some departments this knowledge is possessed only by the Mayor and Committee on Accounts, in addition to the Committee who authorize the expenditure.

In accordance with a provision in the ordinance on finance, we have a Committee on the Reduction of the City Debt, who report annually at the close of each municipal year. To this Committee are credited the balance of unexpended appropriations at the end of the financial year which expires on the thirtieth of April, the amount of property sold belonging to the City, (such as public lands, etc.,) the amount received on account of the principal and interest of bonds and mortgages, and the cash received from an annual tax of three per cent. on the principal of the City debt. These various amounts are sacredly set apart as a sinking fund for the payment of the bonds of the City debt as they come to maturity. The total of this fund on the 24th of December, 1863, was one million three hundred and seven thousand seventy-eight dollars and twenty-seven cents, which must of course be deducted from the whole amount to show our real indebtedness.

W. L. C.

Thus the whole amount of the present debt

is	\$11,248,732 77
Deduct the means on hand	1,307,078 27
	<hr/>
Leaves	\$9,941,654 50

I will not weary your patience by going into details ; for these I must refer you to the Treasurer and the Auditor, and to the Report of the Committee, which has been printed. But the practical question to be determined at this time is the relative amount of our debt as compared with the corresponding period last year; and in answer I would state that as appears from the accounts the increase is six hundred and fifty-eight thousand eight hundred and twenty five dollars (\$658,825); but, as the means for payment have also increased, it shows a net addition to the debt of three hundred and seventy-nine thousand seven hundred and seventy-three dollars and ninety-one cents (\$379,773.91).

There has been a decrease, during the year, of the water debt and also of the City debt proper, but there has been an addition to the war debt, thus increasing our total indebtedness as above stated.

I must confess that under all the circumstances this is a more gratifying statement than I supposed I should be able to lay before you. There is one fact that our citizens should recollect in the examination of their tax-bills, and that is, that it includes their proportion of the expenditures of the State, and is not all absorbed in the local expenses of the City. The amount of the State tax until recently has been very small, but it necessarily has been much increased on account of the war, and as Boston pays about one-third of the whole it seems to be a very heavy burden. The amount paid during the year to the Commonwealth was :

		State tax.
On account of bounties .	\$1,077,726 41	\$756,600 00
Reimbursed . . .	564,700 00	513,026 41
	<hr/>	<hr/>
	\$513,026 41	\$1,269,626 41

I would respectfully suggest that hereafter the sum should be divided in the tax-bills *pro rata*, so that the relative amounts to be paid to the State and the City may be known by the tax-payer.

PUBLIC BUILDINGS.

The constant growth of the City, requiring each year some additional edifices and the necessary repairs of old buildings, constitutes a large sum in the annual expenditures of the City. In the last year two new primary school-houses were finished, each of them with accommodations for ward meetings. One is situated in North Bennet Street and the other on Harrison Avenue. A contract has been made for another on the old gun-house estate on Fort Hill.

The new City Stables with their out-buildings are nearly completed, and ready for occupancy; the City Hospital will soon be finished and the new City Hall is progressing as well as the magnitude of such a building will permit. The hope entertained at one time that it might be occupied during the present year will not probably be realized.

The cost of this edifice, as was feared, will far exceed the estimate stated at the commencement of the work, and will probably be between three and four hundred thousand dollars.

PUBLIC LANDS.

The sales of public lands during the year 1863, south of Dover Street, were 93,956⁷⁸/₁₀₀ feet, for the sum of \$93,956.78; at South Boston, 24,500 feet, for the sum of \$8,187.50.

The principal amount of the lands belonging to the City and for sale are in these localities. We have in addition two lots on the Back Bay Territory and two at East Boston, and some others in various parts of the City reserved for City purposes.

The total amount of salable lands is now 2,717,606 square feet. These lands are under the control of a Board of Commissioners, their action requiring the approval of the Mayor. As the streets have mostly been laid out, and the amount of the lands much reduced in quantity, it might be well to consider the expediency of abolishing the Commission, and permitting the City Council to assume the care of this public interest. I do not make this recommendation for the purpose of disparaging the valuable services of the gentlemen who are now, or who have heretofore acted on this Board, but because I believe the time has arrived for some action, to simplify the business operation of the Government in this matter.

STREETS.

There has not been during the year as large an amount as usual expended in laying out and widening streets. No important enterprise has been projected, and the action of the Government has been devoted to the examination and adjustment of old claims, and to such widenings as have necessarily been occasioned by the erection of new buildings. These have been put back to prospective lines long since established.

The crowded state of our streets in some of the most important of our business localities will, at some future time, call for action. State Street, on its northerly side, will either demand a new avenue or the widening of its present thoroughfares to accommodate the great mass of teams which pass to and from the market, or the depots in the northerly section of the city.

There are other streets which require relief when our circumstances will justify a large expenditure for the purpose. No new project of magnitude, however, should be encouraged without the prospect of a generous contribution from the owners of estates who are to be benefited.

Albany Street still remains unfinished, but the amount of work required to complete it is not very large, and it will probably be ready for acceptance early in the spring.

The expenditures of the Paving Department have been materially decreased. A large amount of repaving has been done in the City proper, and new streets have been opened and others graded and paved in East and South Boston.

HORSE RAILROADS.

The introduction of horse railroads into our streets has been a prolific source of legislation in the upper branch of the Government. They have multiplied without any regular plan, and their conflicting interests are often prejudicial to the public good.

They become a power in the community, because the accommodations they furnish are enjoyed by such large numbers, while the privileges which have been granted to them are sometimes used to the manifest injury of others who have the same rights on the public highways. The subject will require the renewed attention of the Board, who have them under their immediate control.

DRAINAGE.

One of the subjects requiring the serious consideration of the Government is the present condition of the drainage of the City.

Formerly, Boston was considered one of the best-drained cities of the world; but so much has been done by other large municipalities, and the improvements which have been

suggested by the advance of sanitary knowledge, that we have comparatively lost our high rank in this respect.

This arises in a great measure from the fact that the topographical character of the City as a whole has been changed.

Our habitable territory has been enlarged. This has been accomplished by reclaiming land from the sea; but the territory is level, and I fear that care has not been taken to grade it sufficiently high above tide water.

No serious complaints are heard from the older parts of the City. There are some difficulties from the South Cove, so called, but the most important portion which calls for your prompt and decisive action is that territory comprising a part of wards nine and eleven, which formerly drained into the Back Bay.

Already the City has expended a large sum of money in raising a portion of this district to its proper level, and this expenditure must go on if we wish to promote the health and physical comfort of the inhabitants.

The abutters on the streets in this locality should meet the City fairly and bear their proportion of the expense; for only in a small number of cases have they any legal claims, however disastrous to the value of their estates this change in their condition may be.

BACK BAY TERRITORY.

The injuries already accrued to the property in the older portions of the City by making the new territory has excited much apprehension for both portions, old and new, and demands decisive action at the present time, so that we may have in the future no mistakes to rectify, or errors to lament, which a seasonable foresight would have prevented.

The closing hours of the late administration were devoted to the consideration of a report of a commission which had the approval of a committee of the Government, who have, in consultation with the Commonwealth and the Water

Power Company, suggested some changes in the agreement already existing between these parties and the City, under what is called the Tripartite Treaty. No definite action was taken, and thus the whole subject comes before the new City Government and imperatively calls for your earliest attention.

I will not trespass upon your patience at this time by an examination of the many vital interests connected with it, both as regards the present and the future prosperity of this City, but I do not hesitate to declare that it is the most momentous of the local interests which will be brought before you the present year. It demands the most thoughtful study and the most careful consideration, and if it can be settled to the satisfaction of all parties interested it will be a cause for much congratulation.

The subject has been before the Government for a number of years, and it is time that it was settled on fair and equitable terms.

CITY HOSPITAL.

The new City Hospital is nearly completed, and in a few weeks will be ready for occupancy.

The group of buildings present much architectural beauty, and when the grounds are put in order, according to plans already matured, the whole will be an ornament to our City, and will doubtless become an object of peculiar interest to both stranger and citizen.

This institution is supplied with every improvement known to modern science applicable to a general hospital.

The several wards in the two pavilions are high, light, cheerful, and elegant, and have in and about them every possible contrivance for the promotion of comfort, convenience, and order. The means for warming and ventilating are abundant, and are arranged on the most modern approved principles.

The centre building contains many noble private wards of substantial beauty, where the sick or mutilated patient may avail himself of the best accommodations and medical and surgical skill the City affords.

In this establishment we have added to the City an object of just local pride, where the unfortunate, stricken down by disease or accident, may find an asylum for the recovery of lost health, and where those of moderate circumstances may find better accommodations, at a much less cost, than in a private house. It is a noble institution, born of the benevolent and beneficent spirit of our City, and is intended to supply those social wants beyond the means of the worthy poor which will restore them to health and usefulness. As the great body of the people through its Government have thus established the Institution, it is hoped that the more affluent of our citizens, by donations and endowments, will furnish the means for its support.

It is not to be a pauper establishment for the support of those who have been reduced to disease and beggary by vice, but a noble charity for the virtuous poor. "It is for the reception of those who require temporary relief during sickness, and who on their restoration will be able to support themselves." To carry out the spirit in which it was originally conceived, the votive offerings of those who have been blessed with wealth should minister to the necessities of its inmates. The names of Elisha Goodnow and Lawrence Nichols will be remembered as among its first benefactors. Their example we trust will be followed by others, so that but a small portion of the annual expenses will have to be furnished by the City Treasury. A Board of Trustees has been organized during the past year, who will be prepared to assume the management when the buildings are finished and ready for the admission of patients. The following is a list of physicians and surgeons appointed for the hospital:

Consulting Physicians and Surgeons.

John Ware, M.D.	S. D. Townsend, M.D.
John Jeffries, M.D.	Winslow Lewis, M.D.
A. A. Gould, M.D.	Silas Durkee, M.D.

Visiting Physicians.

John C. Dalton, M.D.	J. Baxter Upham, M.D.
Wm. W. Morland, M.D.	J. N. Borland, M.D.
Fitch Edward Oliver, M.D.	J. G. Blake, M.D.

Visiting Surgeons.

Charles H. Stedman, M.D.	Charles D. Homans, M.D.
Chas. E. Buckingham, M.D.	Algernon Coolidge, M.D.
Duncan McB. Thaxter, M.D.	David W. Cheever, M.D.

Ophthalmic Surgeon.

Henry W. Williams, M.D

CLAIMS.

An important department of the City Government is that represented by the Committee on Claims.

In addition to their usual routine of duty the committee have had to investigate the damages to property occasioned by the riot in July. The total amount paid on this account was \$5,507.72.

The claims for grade damages on Dover Street and vicinity are before referees for adjustment.

Among the legal controversies in which the City is engaged, may be mentioned the Summer Street dock case, relating to the right of the City to extend and maintain one of the oldest drains in the town, over its own land and flats, to low-water mark. The suits were brought by a gentleman representing himself to be a citizen of Rhode Island. The

trials have been held out of this State. They have now been removed to Massachusetts, and it is hoped that a speedy and satisfactory result will soon be obtained.

The ancient rights of the City to hold and maintain its drains, and use the flats originally reserved for the use of the town, are vital to the interests of the city, and are considered to be firmly established by the decisions of the United States Supreme Court already made in this case.

OVERSEERS OF THE POOR.

The relations of this Board to the people have so frequently been called to the attention of the Government, that I must express my great satisfaction that public opinion has finally been aroused on the subject.

The decisive action taken last year by both branches of the City Council, in stopping illegal appropriations, meets my hearty approval, and will result in lessening our expenditures, and in the end will be beneficial to the worthy and industrious poor. The public exigencies now require a radical reform in the dispensation of the out-door charities of the City, and your early attention is called to the subject so that an appeal may be made to the Legislature now about to commence its session.

PUBLIC SCHOOLS.

The interest which Boston has always cherished in the cause of Education, and the large sums which are annually expended for the support of her Public Schools, have ever been a just pride to her own citizens, and have given her an honorable reputation outside of her limits.

The system is so perfect in itself, and so jealously guarded by those whom the people place over it, that not much remains to be said upon an occasion like the present. We have great reason for congratulation on the present prosperity of this great interest of the City, and our only apprehension arises from the fact that the cause in itself is so popular that

we may be tempted to be extravagant in the expenditures which it demands.

The current expenses of the Public Schools for the past year were \$426,274.40, and the whole amount expended for school purposes, including the cost of building and lots, was \$534,087.14, which is \$40,480.70 less than the expenditure of the preceding year. This diminution is owing to the fact that during the past year the demand for increased accommodations has been less than it was for several previous years.

The average number of pupils belonging to our Public Schools, of different grades, during the past year was 27,051.

It appears that the cost per scholar for tuition alone is \$11.50; and the whole cost for both tuition and incidental expenses is \$15.77.

PUBLIC INSTITUTIONS.

I desire, on this occasion, especially to bear my testimony to the general good condition of the institutions at South Boston and Deer Island, and my great confidence in the discretion and wise management of the gentlemen who constitute the Board of Directors.

The popular feeling has recently been excited by a statement in regard to alleged abuses in a department where discipline was required.

These charges should be thoroughly investigated and the parties implicated be exonerated from blame if they are worthy, or be censured and held responsible for their acts if they have done anything to justify a rebuke.

Prompt action in such matters is the wisest policy, and your early attention is called to the subject.

POLICE.

As this Department is under the immediate charge of the Executive, there ought, perhaps, to be some delicacy on his

part in speaking of its merits, as it might be considered as commending the appointing power. I believe, however, that all who are acquainted with its internal affairs, as well as those who are observant of its outward action, are well satisfied as to its condition and efficiency.

The responsibility which is attendant upon my position I have ever exercised without fear or favor, and I have had the satisfaction to know that it has received the approval of the most respectable portion of our citizens.

The changes which have been made during the last year have proved beneficial to the discipline and good order of the Department, have sustained its character and have resulted in much good. That each and every member is fully up to the high standard which the office requires I do not claim, but at the same time, as a whole, I believe the Department will compare favorably with the force of any city on this continent. During the year a new ordinance has been passed by the City Council, and new rules and regulations have been adopted for the guidance of the members. To remove the temptation to which it is thought they might be some time liable of being used for political purposes, the terms of the service have been changed, and the officers now hold their positions on good behavior instead of an annual appointment. This change will require more care and circumspection in the selection of new officers, and admits the possibility that some incompetent men may be retained in the Department. A man may be worthy, unimpeachable in morals and general conduct, and yet not possess the energy and tact to meet the requirements of a good police officer.

Citizens should be careful in their recommendations, and candidates should have a proper sense of their fitness for the place, before they embarrass the Mayor by pressing claims for appointments. The Annual Report of the Chief will soon be printed for your inspection, which will show in detail the magnitude of the duties performed the last year.

The only special service, which at this time requires particular mention, is the efficiency and good conduct of the Department at the time of the conscription riot in July. Not a man flinched from duty or embarrassed the action of the Government by pusillanimity or indiscretion. They were prompt and energetic through all the scenes of the disorder, and by their personal bearing and courage aided materially in quelling the tumult and preventing further disturbance. Their discipline and meritorious services added new laurels to the reputation which they already enjoyed, and satisfied our citizens that the confidence which had been placed in them had been justified by their action under peculiarly trying circumstances.

In addition to the duties performed for the City, the services of our police, particularly the detectives, are often required by other cities and towns. If a murder or a robbery of magnitude is committed in other localities, our force is frequently put in requisition to ferret out the offender. This aid is willingly granted for the public good; and although the request may be considered as a compliment to the efficiency of the officers, yet it is often attended with unpleasant circumstances, requiring much time and labor, and generally without any remuneration.

The station-houses, with one exception, are the property of the city. That of station four is under a lease which soon expires. This building is very unsuitable for the purpose for which it is used, and I recommend that the necessary arrangements be commenced forthwith for the erection of a new building in some other locality in the district, which will be specially adapted to the service of the Police Department.

LICENSE LAW.

I believe that it is universally admitted that a large proportion of the crime and misery which afflict the community

arises from the sale and intemperate use of intoxicating spirits.

The difficulty of enforcing the present laws on the subject, in a large City, cannot be appreciated except by those whose province it is to appeal to the courts for aid. With the present public sentiment on the subject, and with juries representing and embodying this sentiment, there is a difficulty in obtaining a verdict except in aggravated cases. The experience of every prosecuting officer will bear testimony to the fact. The only remedy, until public opinion is changed, is new legislation from the Commonwealth, and the enactment of a stringent license law with proper penalties, which will restrict the sale of intoxicating liquors. I am aware that this recommendation will cause grief to many friends of good order and morals, but I believe it is made to promote the cause of temperance, and from an honest conviction which a conscientious examination of the subject has forced upon my judgment.

EAST BOSTON FERRIES.

A fruitful subject of discussion in the past proceedings of the Municipal Government has been the relations of East Boston with the City proper through its ferry accommodations. This portion of our City is in itself well situated, furnishing unrivalled facilities for ship-building, and other interests connected with mercantile affairs as well as for extensive manufactories, and is a desirable and healthy locality for private dwellings.

Its position in the harbor is so peculiar that a bridge would seriously interfere with navigation, and with the interests of the Navy Yard at Charlestown, and thus its only direct communication with the rest of the City must be by ferries. For a time, one ferry fully met all the demands of the people; but on account of alleged bad management in accommodating itself to increasing wants, and a feeling that the growth of the place would support two ferries, some of the citizens

made an application to the Legislature, and a charter for a new ferry was granted.

Sometimes these two corporations have been in competition with each other, and sometimes they have united in raising their rates of toll, and the result has been that much dissatisfaction has been felt by the inhabitants.

Frequent appeals have been made to the City Government for relief, which have been met in a liberal spirit, but still without affording that satisfaction to the people which they deemed the circumstances required. The new ferry has ceased its operations, although the corporation is under bonds to the City to the amount of one hundred thousand dollars to run for a term of years.

It is understood that the other ferry is now making suitable arrangements to accommodate the increased business thus thrown suddenly on their hands.

It will not take many months to determine the fact whether they will be able to accomplish this undertaking. There have been a number of plans suggested to meet the exigency, if such should not be the case.

The subject will probably come before you during the year, and I hope it will be met in a liberal spirit, irrespective of the prejudices and excited feelings which the controversy has engendered, and that it will be determined with the single purpose of permanently benefiting the people of this important section of the City.

HARBOR.

The survey of the harbor going on under the direction of the United States Harbor Commissioners, but at the expense of the City, is nearly completed. The new facts which have been brought to notice by the work deserve the attention of all who are concerned for the prosperity of the City.

The series of reports embody a vast amount of valuable information from reliable sources.

In the prosecution of the work the attention of the Commissioners has been frequently called to particular projects under the consideration of the Legislature or the City, and they have been investigated with great care, adding very materially to the duties which were so generously assumed when these gentlemen accepted the invitation to act as Commissioners.

When the whole work is completed, and its results determined on scientific principles, and the new schemes and projects have passed the ordeal of a thorough examination, it is hoped that there will be a mutual coöperation between the Commonwealth and the City in regard to this great interest.

In connection with this subject I desire to call your attention to a series of articles, which originally appeared in the "Boston Daily Advertiser," and which, on account of their merit, have been republished at the request of the last Government.

The military defences of the harbor have been much strengthened during the year by the addition of heavy armament on the forts.

As the interest of the National Government is naturally first excited to meet the immediate wants at the seat of war, the State has appropriated a million of dollars for the purpose of providing guns for harbor defence. A systematic plan, with specifications and estimates as to cost, has been devised for obstructing our waters in case of a siege or the approach of a hostile fleet.

The present favorable condition of our affairs with foreign nations it is hoped will continue, and thus prevent the necessity of resorting to any such means for protection.

RELIEF FOR SOLDIERS' FAMILIES.

Immediately after the commencement of the rebellion it was found that many of the men who had volunteered their services in defence of their country had not made adequate

provision for their families during their absence. To provide for this necessity the Legislature, on the 23d of May, 1861, granted leave to the cities and towns to raise money for the relief of the dependents of such of its inhabitants as had or might thereafter enlist as volunteers in the army of the United States, the State agreeing to reimburse the major portion of it; subsequently such amendments and additions have been made as the practical working of the law seemed to demand. On the 17th day of June, 1861, the City Council organized a Relief Committee, appointing the Aldermen and Councilmen of each ward a committee to examine the claims within their own district.

During the balance of the year 1861 the amount paid to all the claimants was \$77,090.42; of this amount the State refunded \$67,745.56, leaving \$9,344.86 to be borne by the city treasury. Misapprehension as to the amount to be refunded by the State when expended for aid to brothers and sisters, the want of system in enlistments and neglect in making returns from regiments, together with the confusion attendant upon the sudden call for volunteers, will account for much the largest portion of the loss to the City.

Soon after the inauguration of the City Government for 1862, a Committee upon "Soldiers' Relief" was appointed, consisting of the Aldermen and two Councilmen from each ward. The Committee was organized by choice of chairman and secretary, and an executive committee of eight; and a paymaster and relief clerk were appointed. The applications for aid increased, and during the year 1862 the sum of \$269,108.97 was distributed in monthly payments of four, eight, or twelve dollars. The claim for reimbursement from the Commonwealth is now under examination. Undoubtedly the City will sustain some loss, unavoidable in paying out so large an amount to some three thousand five hundred families, who are for the most part strangers to the committees.

During the year 1863 the distributions have been contin-

ued, under the same general rules. The amount disbursed was about \$311,049, being an average of eight dollars per month to nearly three thousand two hundred families. The disbanding of regiments, desertions, casualties, and receipt of pensions have affected the claims of so many of the present applicants that, to prevent imposition and serious loss to the City, I recommend a thorough examination of the applications in each ward before the payments are commenced for the present year. This will require a prompt organization of the Committee.

There has been received and paid out during the past year, at the Mayor's office, over \$130,000, which the volunteers in the field have sent to their families or friends in this City, under the allotment systems adopted by the State and the City.

BOSTON VOLUNTEERS.

It having in accordance with a late law of the Legislature been made obligatory upon each town and city of the State to furnish a history and record of its quota for the war, that work has been commenced upon the part of this City, and is proceeding as rapidly and favorably as can be expected.

According to statements taken from the descriptive rolls at the Adjutant General's office, Boston has, with three exceptions (the 34th, 36th, and 37th), contributed toward the filling up of every regiment which has been sent from Massachusetts, the whole number, exclusive of those furnished under the last call, being 10,791.

A record has been also made up to nearly the present date, of those persons belonging to or hailing from Boston, who have shipped in the navy as seamen, landsmen, engineers, or boys of the first, second, and third class, and sixteen hundred and eighty-three is the number thus far obtained.

The endeavor is as far as possible to exhibit a perfect war history of each soldier who has enlisted from Boston, and

thus make it an interesting and valuable record for the future.

None of the "three months" men are included in the statement, but they will be recorded as soon as possible.

The limits of an inaugural address will not permit but a passing allusion to many other topics of interest beside those which have been already specially mentioned. Our Public Library is daily furnishing intellectual nourishment in many homes, and is constantly increasing in value. The Fire Department, with its two hundred and sixty-eight members, its ten steam fire engines, nine hose carriages, three hook and ladder carriages, and the fire-alarm telegraph, is the pride of our citizens, and is not excelled by that of any other in the country. Our Water Works furnish a prime element of life, in copious streams, to every household. Our Markets are abundant with the rich products of the land and the sea. The Departments of External and Internal Health guard by sanitary measures, to the extent allowed by the great Disposer of Events, the lives of the community; and our Common and Public Squares afford the opportunity for innocent amusement and a grateful relaxation from daily cares.

The Government has embraced during the past year every occasion to testify to the interest which the people of Boston feel for the noble men who have taken up arms in defence of their country.

The returned regiments have been welcomed with municipal ovations; standards have been presented to those who have special claims on our gratitude; the dead have been honored with funeral solemnities, and every exertion has been made, within the limits of law, to meet the new demands for men as they have been required for the national cause.

Through the instrumentality of the institution under the care of Mrs. Otis, the soldiers in the field, in the hospital, and

those discharged from the service, have been gratefully remembered, and a portion of their wants supplied.

An effort has been made to give encouragement to our local military force, which is an imperative necessity in a large city as an aid to the civil power. The whole volume of ordinances has been revised, and many special measures have been suggested and matured to promote the prosperity of the City and the happiness of the inhabitants.

I have thus, gentlemen, in accordance with the usages of this occasion, presented you with a truthful, but I fear an imperfect, statement of the condition of our City as it passes into our hands upon this threshold of a new year. Does not such a charge require the best energies which can be devoted to its service? May I not hope that the great responsibility which I know we all feel at this hour will so be impressed upon our minds that it will regulate every act of official duty and strengthen us for every task that may be before us? Pledging myself in advance to a hearty coöperation in every good work which your wisdom may devise to promote the interests of the City, I shall confidently rely upon your good will and sympathy in the discharge of those duties which may be incumbent upon myself.

May the records of this year, when they are completed, exhibit proofs of our good stewardship; and these great trusts, when we resign them to our successors, carry with them the assurance that they have not suffered by our ministrations.

THE
INAUGURAL ADDRESS
OF
HIS HONOR
FREDERIC W. LINCOLN, JR.
MAYOR OF THE CITY OF BOSTON,
TO
THE CITY COUNCIL,

JANUARY 9, 1865.



BOSTON:
J. E. FARWELL & COMPANY, PRINTERS TO THE CITY,
37 CONGRESS STREET.
1865.

ADDRESS.

Gentlemen of the Board of Aldermen and Common Council:

THE citizens of Boston, in the manner prescribed by law, having met in their several primary assemblies, have selected us as the guardians of their municipal interests.

In addition to the privileges and duties of a common citizenship, which we share alike with them, they have imposed upon us the prerogatives and responsibilities of official station. They have done this not for our honor or advantage, but for the well-being of the community in which we live. The opening year calls upon us to dedicate ourselves to the service, and we are assembled to unite in the customary formalities before we enter upon the discharge of those special duties to which we have been respectively assigned.

The position which it is my fortune to occupy brings with it the task of laying before you a statement of the various interests which have been committed to our charge, together with such an exposition of the prospective wants of the municipality as may be pertinent to this time and place.

We can say with St. Paul, that we are "citizens of no mean city;" and, realizing its past history and renown, we should endeavor to so understand our official obligations that the relative position of Boston among the cities of the world may remain unchanged, and the purposes for which its government was organized fully accomplished.

Although this occasion is local in its character, and the principal objects for consideration are only of local importance, yet we cannot forget the momentous scenes through

which we are passing in the career of our beloved country. The war for the maintenance of our integrity as a Nation, has been protracted longer than was anticipated when we accepted the challenge of its parricidal sons who threatened its destruction. Another year has passed on its course, adding new glories to our arms, and conferring new laurels upon the brave soldiers and sailors who, in the field and on the sea, have been defending the national life, and sustaining the honor of the old flag and all the great principles and interests of which it is the representative. Nothing noble is accomplished except through sacrifice. Our people have been called upon to prove their strength by their trials, and they find themselves to-day more affluent in resources, more patient in endurance, more hopeful for the future, and manifesting a more elevated type of manhood than ever before in our history. The Presidential contest, which, even in peaceful times, excites the apprehension of the thoughtful, arousing as it does, in opposing parties, the passions of the great mass of the people, was conducted in this time of war, and its results were determined and accepted in a manner which has given a renewed assurance of the perpetuity of Republican institutions and the strength of Democratic principles. The cause of popular governments, and the interests of human freedom through the grand historical events, civil and military, of the past year, have received an impetus and obtained a progressive development which is rivalled in the history of the world only by the era of the Declaration of Independence, when the United States first assumed its place in the family of nations.

The history of Boston during this period is as bright as in any year of her annals. While she has done her full share in sustaining the National Government, in common with the loyal sentiment of all parts of the country, she has made a great advance in all matters of local concern. The enterprise of her capitalists has inaugurated new schemes for

the expansion of her material resources. Her merchants generally have prospered in their business, and her mechanics and workingmen have found employment in their usual avocations. Property has been secure, and order has reigned in her streets. Pauperism and crime, to say the least, have not increased; nor have the ravages of war laid waste our dwellings or spread panic and alarm in the community. The cause of religion and the interests of education have been fostered. New institutions for the diffusion of useful knowledge and the encouragement of elegant culture have been founded, and additional means, through associated efforts, have been put in operation for the relief of human woe, and to afford succor and sustenance to the distressed. A remarkable degree of health has prevailed within our borders, and cheerfulness has been the prevailing sentiment in most of our homes. Our gratitude is due to the Giver of all good for his many blessings.

It is true that some of our fellow-citizens have been called upon to lay down their lives on the altar of their country's cause amid scenes of blood and carnage, or have pined away in hospitals, having "endured hardness like good soldiers" for our sake. Their deaths have caused mourning and grief to relations and friends. We mingle our sympathies with the sorrows of the bereaved; but, as a community, we have been enriched and elevated by the costly and voluntary sacrifice. Our heroic dead have secured an immortal fame, and will be gratefully remembered by posterity when we who are passing softly to our quiet graves shall be forgotten, and our names and deeds be as extinct as those of the unknown generations of the past. At an appropriate season it will be our duty to rear within our city monuments of bronze or marble to commemorate their virtues, and to testify to all coming time the gratitude of a loyal people to those who have so nobly sustained Boston's name and fame in this eventful crisis in our country's history.

FINANCES.

The subject which demands our special attention at the commencement of a new municipal year is our financial condition. Although our expenditures during the last year have been large, I believe they are fully justified by the exigencies of the times. A false economy has not led us to postpone certain improvements when the period had arrived for their consummation; neither have we launched forth into new enterprises, the cost of which would be more conveniently met by our successors at some future time. Our current expenses, like those of a family, must be paid as we go along, and we find that the enhanced prices caused by the inflation of the currency, an evil which we could not escape, has caused a larger aggregate of expenditure than was originally intended at the commencement of the year.

The last administration felt it their duty to increase the salaries of those under pay from the city, to meet the additional expense of living, while the new value put upon the merchandise and labor required by the different departments swelled the amount that was necessary to carry on the government. If we were a business corporation instead of a municipal, we might reflect upon this with complacency, as our profits would correspond with this additional outlay; but under the circumstances, our only consolation is in the fact that our citizens have enjoyed the usual comforts which it is the duty of a municipality to furnish; and, if we may judge by the degree of unanimity which they have shown in sustaining the administration and returning so many of us to these chambers, they are satisfied with the results. At the same time, let us not be tempted by their generous forbearance to abate one iota of that judicious scrutiny which every new expenditure should demand when brought forward for our official action.

The credit of the city has been well maintained during the

past year. The bonds issued to the amount of \$141,000, principal and interest, payable in gold, have been sold for a premium of 25 per cent. The rate of gold having ranged so high, the committee on finance came to the conclusion that it would be less onerous for tax-payers to issue all loans in future payable in current funds. A certificate was prepared easily distinguished from those hitherto issued, bearing upon its face "*currency loan*," with the interest payable in March and September. Of this loan \$200,000 sold at auction brought from 1 to 1½ per cent. advance; sales have been made since at five per cent. advance. The whole amount of the loan issued is \$330,000. A permanent loan has been made to the city, for the benefit of the City Hospital, amounting to \$17,500, — \$16,500 from the Goodnow Fund and \$1,000 from the Nichols Fund.

The improved condition of our National affairs is having its effect abroad, and foreign capitalists, seeking or holding Boston stocks, are anxious to know their real value. It may be well for the present City Council to reaffirm the acts of 1862 and 1863, to remove any solicitude in regard to the old issue of the five per cents., the principal and interest of which we are bound in honor to pay in gold.

The report of the committee on the reduction of the city debt was made to the last City Council. It affords an exhibit of our financial condition, which I think will be satisfactory to our fellow-citizens. Without going into details here, I will simply make the following brief statement:

The consolidated debt of the city, funded	
and unfunded, Dec. 24, 1864, amounts	
to	\$11,618,232 77

Carried forward,

\$11,618,232 77

<i>Brought forward,</i>	\$11,618,232 77
Divided as follows :	
City Debt proper	\$3,331,182 94
Water Debt (net cost of works)	6,302,199 83
War Debt	1,984,850 00
	<hr/>
	\$11,618,232 77
Means on hand of paying the same	1,597,034 69
	<hr/>
Net debt, Dec. 24, 1864	\$10,021,198 08
The consolidated debt of the city, funded and unfunded, Dec. 24, 1863, was	\$11,248,732 77
Means then on hand	1,307,078 27
	<hr/>
Net debt, Dec. 24, 1863	\$9,941,654 50
	<hr/>
Increase of gross debt in 1864	\$369,500 00
Increase of means in 1864	289,956 42
	<hr/>
Net increase in 1864	\$79,543 58

It should be stated in explanation of the small increase of the debt during the past year that, although we have had some extraordinary expenses growing out of the war, yet, by an act of the last Legislature, the amount paid in bounties is assessed in the taxes and included in the current expenses, and does not, therefore, add to our indebtedness as in the first two years of the war; thus the sum of \$200,000 on that account was paid in the last year's tax, and an additional sum will be required in the assessment for the next financial year.

In reviewing our financial condition we are reminded at this time of the death of the late Elisha Copeland, who was

for many years connected with this department as Auditor. In his death the city lost one of its most efficient officers. All those who hold official relations to the government will miss that knowledge and judgment which his long experience in office rendered him so capable of imparting. His memory will always be cherished with respect as a faithful public servant, and a most conscientious and honorable man in all the relations of life.

ASSESSORS' DEPARTMENT.

In connection with the subject of finance, I deem it my duty to call your particular attention to this important department. While every good citizen should not only feel it his duty but his privilege to bear his share of the public burdens, especially in a community like ours which furnishes to the inhabitants so many advantages at the public cost, yet the proportion ought to be fair and equitable according to his estate. It has not been our custom, as in some other municipalities, for the individual to render to the Assessors an inventory, except when he requires an abatement of his tax; consequently the dooming, so called, is more or less correct according to the knowledge and qualifications of the Assessors. The experience of the past few years has demonstrated that this is often unjust. The wealthy frequently escape the payment of their just dues, while the middling interest and the less affluent are subject to a heavy assessment. This is not the fault so much of the permanent Assessors as of that large body which the City Council annually elects to assist them in their duties. This office has at times been filled, in late years, by some persons who, however worthy and honorable as men, have not, from their business relations, been the most competent to discharge its peculiar duties.

I have been told that in former years, when the members of this Board were not allowed any compensation, the taxes were more equitably distributed, the public-spirited men who

were willing to give the city their services being better versed in the information which was required. It may be that the inequalities, on account of which there are so many complaints, are inherent in the present system rather than due to its administration, and possibly it may be modified and improved. I am satisfied, however, that the public interests require radical changes in this department, both as regards the selection of the members of the Board and other matters connected therewith. It has not kept pace with the progress of the city in other departments ; more system and a vigorous policy should be infused into its administration. Although the choice belongs exclusively to the members of the City Council, yet I may be pardoned for laying before you my own views on the subject.

It may be well to state, as an illustration of the foregoing remarks, that the amount of taxes already abated the past year is \$310,000, representing \$23,000,000 worth of property. This is caused by excessive dooming. It is fortunate that in the present year there was a large margin on the tax warrant to meet such a contingency, otherwise the amount of money secured from this source would have fallen short of our expenditures and our wants for the payment of current expenses.

The amount of taxes paid into the Treasury up to this time is \$3,812,696.82. It is a gratifying fact that, although there has been a considerable increase in the rate, the taxes have been met as well, if not better than ever before. May we not consider that the cheerful manner in which the great body of our citizens meet this obligation is the cause of the high credit which the city enjoys in financial circles ?

The State tax for 1864, amounting to \$756,600, which was due on the first of December, has been paid. It was expected that the tax on corporations assessed by the State, to be refunded to the cities and towns, would have been paid at the same time, but being the first year in which the tax has

been levied in this form, it was impossible to perfect it at that time. It is hoped that it will be settled in a short time.

PUBLIC BUILDINGS.

A large amount of money is spent each year in the repairs and alterations of our Public Buildings. The Grammar and Primary school-houses often require more ample accommodations for the additional number of pupils who are offered. Land has recently been purchased and contracts made for a new Grammarschool-house in East Boston, the cost of which, including the land, will be about \$90,000. This building will be different in its style of architecture from any other school-house in the city, there being six rooms in each of the first two stories, and four rooms and a large hall in the third. This edifice will be built in a substantial manner, on a spacious lot of land of 40,000 feet, and while it affords necessary accommodations for a large number of children, will be an additional ornament to the thriving and important section of the city in which it is located.

A new Primary school-house on Fort Hill is nearly completed, and will be ready to be placed at the disposal of the School Committee within a few weeks.

The group of buildings which compose the new City Hospital has been completed and occupied, as also the new City Stables, although some of the shops and outhouses connected therewith are not yet finished. There has been erected during the past season buildings for the accommodation of the paving department, and a new swill house for the department of internal health.

The work of the greatest magnitude in progress is the erection of the new City Hall. I am assured that it will be completed within the present year. I trust that all its rooms will be finished and the necessary furniture for the different departments put in place so that the edifice may be dedicated

as early as the 17th of September, — an appropriate anniversary for such a service. The sum of \$300,000 has already been appropriated for this building. I am informed that an additional appropriation will be required before it is finished.

It should be stated, in justice to those who have in charge the erection and repairs of our public buildings, that the advance in the price of material and labor is the cause of the large amount of money required as contrasted with former times.

PUBLIC LANDS.

For a number of years the care and management of the public lands of the city were under the direction of a Board of Land Commissioners.

In May last a new ordinance was passed abolishing the Board and placing this interest in the hands of a joint standing committee, composed of three Aldermen and five members of the Common Council. The high price of labor and building materials have affected the demand for land, and less sales have been made than usual. The amount of the expenditures of this department has not been large, and has been principally on account of grading streets and passageways, setting edgestones, fences, and other work necessary to prepare the land for sale at some future time. A large portion of the land on the South Bay has been appropriated for city purposes. The City Hospital, City Stables, Internal Health, Sewer, Paving and Water Departments, a Hook and Ladder House, and an Armory have taken 738,012 feet. There has been sold 200,156 square feet for the sum of \$94,552.78, leaving a balance of salable lands to this locality amounting to 1,328,832 feet. The amount and precise location of all the unsold lands belonging to the city will probably appear in the Annual Report of the Superintendent.

PUBLIC HEALTH.

The sanitary condition of the city is good. There were some cases of yellow fever brought from foreign ports last summer, but the efficiency of our quarantine establishment soon put in operation the remedial measures, and the disease made but little progress. The smallpox also caused some alarm during the season, many cases appearing in certain portions of the city, but it was soon checked, so far as the public authorities had an influence in the matter. The attention of the inhabitants was called by the police to the necessity of vaccination for those who had neglected this preventative, and our vigilant City Physician performed this operation for about three thousand persons, free of charge.

The public health is one of the most important interests committed to our care. In every large city the percentage of disease and death is greater in some localities than in others. In some cases the public authorities are censurable if they do not provide the proper sanitary correctives; in others the sufferers themselves are to blame, either through ignorance or wilful neglect. There is no doubt that there are some portions of our own city where the general health may be improved at the public charge; but, generally, I believe that in these unhealthy localities it is the people who are in fault, as they choose to live in filth, in ill-ventilated apartments, and in damp and dark cellars, thus breeding disease and depriving themselves of the rich blessings which God has given his creatures in fresh air and light. This is a subject which is exciting much interest in the large metropolitan cities of the old world; and it is a seasonable inquiry whether it is not our duty to take some measures to abate the evil, and, if necessary, to apply to the Legislature for authority to limit to some extent, or to control in some way, the number and habits of persons who congregate in a single tenement, and who, without the common and decent

conveniences of civilized life, contaminate a whole neighborhood.

The Internal Health Department has been discharging its duties to the general satisfaction of our citizens, and there has been more promptness in removing nuisances by persons upon whom notices were served than in former years. The Charles Street nuisance, near the Milldam, has been abated by filling up the flats and extending the streets; and by the removal of the bridge near the Massachusetts Hospital and the jail, and filling the space occupied by it with ashes, thus making a solid street, the complaints in that quarter have ceased. The nuisance which has been so intolerable at the south part of the city is in process, I trust, of a certain cure.

I would recommend that the hospital for smallpox patients should be transferred from the Internal Health Department, and placed under the charge of the Trustees of the City Hospital.

SEWERS.

The condition of the South End drainage remains about the same as last year. Orders, however, have been passed which render it probable that the surface drainage of Ward 11 will be commenced during the coming year and the condition of that section somewhat improved. The projected improvements for the drainage of those parts of the city which formerly drained into the basin of the Back Bay Territory have not yet been carried out. Plans have been drawn to remedy existing difficulties and to provide for future wants, but there has been a delay in carrying them into execution on account of legal obstacles, many parties having to be consulted and all not being equally well disposed to coöperate in the work. It remains a subject of the most serious importance, so far as the future condition of the city is concerned, and I trust that during the present year a plan acceptable to all parties may be adopted.

It cannot be questioned that the city ought to exercise more control over the construction of sewers in territory which is ultimately to be accepted by it, since the interest of parties in preparing streets and sewers to render property salable is not always coincident with that of the city, which maintains their good condition after acceptance.

It has been suggested that some alteration in the statute and ordinance relating to sewers might facilitate the assessment and collection of dues, and be more in accordance with the custom of other large cities.

The utilizing of sewerage for agricultural purposes is a subject that is attracting great attention abroad, and is already discussed by economists in this country. The fertilizing elements of the sewerage of large cities is immense, and is now lost in the rivers and harbors into which it runs. It is wasted in our own city. This is a topic which I have not time to enlarge upon on this occasion, but is one which in the future will deserve careful consideration by those who are interested in the welfare of town and country.

THE WATER WORKS.

This important interest has demanded more than the usual amount of care and solicitude during the past year. Our experience has been similar to most of the large cities where water has been introduced from a foreign source, and where great facilities are furnished to the inhabitants for their daily supply. Like many other great blessings it is so common that it is undervalued, and it is wasted with the most wanton recklessness. The only remedy for this evil is the meter system, which measures the consumption and compels the taker to pay according to the quantity which is used. The meters have been introduced into manufacturing establishments, hotels, and on the premises of other large consumers with the most gratifying success, both as regards income and economy. It may be necessary before many years that they

should be used in private dwellings. The number of water takers is now 27,533, — 321 more than last year. The amount of water rents was \$429,482.54, — an income of nearly \$40,000 over the previous year. The income was more than the expenses and interest, if we should pay in the same money which we receive; but as the rents are paid in currency and the bonds and interest are paid in gold, there is a deficit.

The preliminary measures have been taken for a new reservoir of about one hundred acres in extent. A petition will be presented to the next Legislature for authority to take land for the purpose. A site has been selected within seven miles of the city, and some progress has been made in plans and estimates. The necessity for this new work is caused by two facts; *First*, the condition of the aqueduct. It occasionally wants repairs, and, should a serious accident occur, the Brookline reservoir could not furnish a supply at the rate we are now using for more than forty-eight hours. *Second*, to save the water which is wasted at the lake when it is full and overflowing. It is estimated that water enough was wasted last spring to supply the city eighty days. It is a matter of regret that we are to be forced to the large expenditure which this new enterprise will involve. But the value of water to our citizens is too precious to be reckoned by dollars and cents, and the work must go on with as much economy as is compatible with its strength and durability. As soon as the Legislature grants us the necessary powers, you will be called upon to authorize the required loans for building the structure.

PUBLIC INSTITUTIONS.

The public charitable and reformatory institutions at South Boston and Deer Island have, in their appropriate spheres, been accomplishing the work for which they were designed. The number of inmates in the House of Correction, and in

the House of Industry, have not been as large as in former years. The alleged abuses, the rumor of which was seized with avidity by those envious of the fair fame of our city, were thoroughly investigated, and found to be groundless, and those institutions still remain models of their kind, affording satisfaction to our own citizens, who are acquainted with their merits, and objects of admiration to the intelligent stranger. The Girls' Reform School has been removed from the main building to the house which was formerly the residence of the Superintendent. The girls are thus separated from those associations and influences which formerly surrounded them. The school is now in fact, as in name, an independent institution, having a peculiar discipline and order in its management, and cultivating in the minds and habits of its inmates the home sentiment, by a full instruction in domestic duties, thus fitting them, during their sojourn within its walls, to make themselves useful when they again go out into the world. I trust that before many years an opportunity will be afforded to separate, in a similar manner, the worthy city poor from the immediate contiguity of the sentenced depraved and vicious. Under the present arrangements there is not a necessary connection between the two classes, but they are under the same roof, and the distinction between honest poverty and confirmed vice is apt to be confounded where both are confined in the same building, and subject to similar rules and regulations.

Marked improvements have been made in the cultivation of the farm on the Island, and the only drawback to the almost perfect success of the agricultural department was the sudden appearance of pleuro-pneumonia in the herd of cattle. These valuable animals were destroyed, in accordance with the orders of the State Commissioners. This is a great loss, as they were of good stock, and a large expenditure will be necessary to replace them.

No affirmative response has been made by the City Council

to the request of the Board of Directors, for the privilege of taking the initiative measures for the selection of another and more suitable site for the Lunatic Hospital. The principal objection against making at this time any movement in its favor is the impropriety of starting a new enterprise which will lead to a large expenditure of public money.

I am aware that there are other objections, the most obvious of which is the very proper question, whether it is wise for the city to provide accommodations for any number of the insane in addition to those who have a legal settlement, and whom, under the law, we are forced to maintain. I am convinced, however, as in the case of the patients of the new City Hospital, that the City Government would be justified in adopting a liberal and humane policy in that respect; and I have no doubt, should you deem it advisable, and assume the responsibility, that you would be fully supported by the public sentiment of the community.

In connection with the subject of our Public Institutions, I cannot but express my gratification at the unusual interest which has been taken recently by our citizens in reforming criminals and rescuing the young from vice. Our public-spirited men and women are beginning to realize to a greater extent than ever before that this is a subject which does not concern alone those who are in official positions. Private philanthropy and zeal have set instrumentalities at work which will save many a human soul, and relieve the public purse of many large expenditures.

I believe that there never was a time before in this city when so much was being done in this respect; and although wealth must find that it is most surely protected where order is best preserved, yet I believe this awakened feeling in behalf of the degraded and unfortunate proceeds from the noblest attributes of our nature. Prisons and Houses of Correction must, perhaps, always exist and be supported at the public charge; but the private exertions of individuals

will render the cells less crowded, and though crime may not be totally eradicated from society, yet the ranks of its votaries may be lessened by the well-directed efforts of the wise and humane.

It is a matter of congratulation that the circle of our private institutions of this class has been much enlarged during the year, and it is proof that the benevolence of our city keeps pace with its outward prosperity.

OVERSEERS OF THE POOR.

The reorganization of the Board of Overseers of the Poor has been finally consummated during the past year. The conservative character of the people of Boston was never better illustrated than by the long continuance of the old system. In the old town of Boston, with its small population, it met the requirements of those times; but for many years it has been totally unfitted for the condition of affairs in which it acted. A large portion of the expenditures of the Board were thrown away upon the thriftless and unworthy; and those who had the best right to its benefactions suffered without its ministering aid. The City Government were fortunate in securing for the new organization a body of gentlemen whose social position, experience, and high character, at once commended it to the confidence of the community.

The whole system of charity, as expended through official channels, will be placed upon a proper basis; and while the virtuous poor will receive all the succor which their necessities require, the funds will not be spent to encourage pauperism or to make dependents upon municipal support. The just claims of our own poor will be recognized, and the swarms of beggars, who in the winter took up their abode with us, to live upon our alms, will be forced to labor for their living.

It is a gratifying fact that our benevolent societies, whose almoners are the best judges of the real wants of the community, join most heartily in commending the wisdom of this new measure, and cordially unite in the effort to make it successful. A building will be required for the new Board, which will also accommodate societies of a kindred nature. A Report and orders adopted by the last City Council on the subject is of much interest, and deserves your consideration.

CITY HOSPITAL.

The new City Hospital, on Harrison Avenue, was dedicated in May, with appropriate ceremonies, and placed in charge of the Board of Trustees previously elected by the City Council. Applications for admission were made much more rapidly than was anticipated, which was an evidence of the need of additional hospital accommodations for the deserving poor and unfortunate of the city.

The result of the business of the hospital from June 1 to December 27 is as follows .

Patients admitted for treatment	466
Patients treated at the hospital and living elsewhere .	337
Making the whole number of cases treated . . .	803
Deaths during the same period	47
Discharged, well or relieved	318
Remaining in hospital, December 27	101

Accommodation can be furnished for 225. The success in the treatment of disease, both medical and surgical, has been very gratifying. A library has been commenced for the use of the inmates. A few benevolent individuals have already contributed over 300 volumes, and it is hoped that others may be induced by their example to furnish donations. The cost of maintaining the institution will require an additional annual appropriation; and while no reasonable expense

should be spared to expedite the recovery of the patients, the strictest economy should be exercised by those who have it in charge. As our citizens become more intimately acquainted with its merits it will grow in favor, as it is destined to be one of the most important institutions of its class in the country.

FIRE DEPARTMENT.

The well-earned reputation of the Boston Fire Department has been sustained during the year, and but few fires of magnitude have occurred. Prompt and precautionary measures were taken by the police and this Department, under the circumstances of recent alarm, and a continuance of watchfulness will, we trust, save us from any serious conflagration. We must depend, however, for the future, as we have in the past, on the co-operative aid of the citizens.

The fire-alarm telegraph system, which was first introduced into this city twelve years ago, was, in April last, changed. Instead of designating simply the district, the number of the box is now given by blows upon the bells, so that the citizens, as well as the firemen, can readily know the immediate location of the fire. The police and fire telegraph has been extended to East Boston during the past year, by means of a cable laid across the channel in the track recently used by the People's Ferry Company. The experiment has thus far proved very successful.

A new engine has been added to the Department, and some measures have been taken for the erection of new buildings for the additional accommodations that were needed. No fatal accident has occurred; the members have been ready for any emergency, and we have reason for congratulation on the general prosperity of this interest of the city

POLICE.

This Department now numbers about three hundred and fifty members. It has been increased during the year, thus

diminishing the length of the beats of the patrolmen, and making a larger force to act with efficiency in case of tumult or riot. The number, however, is not large, as compared with other great cities; to make the ratio as large in proportion to the inhabitants as the New York police, one hundred men should be added to the present force. The necessity of the increase which has been made is obvious when the peculiar circumstances of the times are considered. In addition to the detective force (which never was more effective), special officers have been appointed to attend to specific matters, resulting in much good to the unfortunate, and promoting the public welfare.

The most important of these is an officer who attends to those who are taken into custody for the first time for drunkenness or other minor offences, and who endeavors, by kindly and moral means, to check them in their downward career of crime. Another officer is engaged in investigating the cases of recruits who are swindled out of their bounty and pay by dishonest recruiting agents. A considerable sum of money has been saved to our soldiers by this agency, and the guilty parties have been punished by the courts. The general good order which has existed in this city is a testimony to the discipline and good conduct of the members of the Department. The unworthy, as their faults became known, have been discharged, and great care has been taken in investigating the qualifications for new appointments. The police provoke hostility from those who are subject to their authority, and are criticised by others who indulge in the Utopian dream that a large city, in which are congregated all nations, and where the depraved assemble if possible to pursue their iniquity, can be made as free from vice as a rural district. I believe, however, that our Department was never more efficient than at present, and that it is steadily growing in character and influence.

A lot of land has been purchased in La Grange place for a

Station House for the Fourth District. The erection of a building should be commenced forthwith. Your attention is called to the condition of the station of the Harbor Police, which very imperfectly accommodates the wants of that Department.

PUBLIC SCHOOLS.

Our excellent system of public instruction, to which our city is largely indebted for its intelligence, prosperity, and well-being, is in a highly satisfactory condition, and continues to merit the confidence and liberal support of our citizens. If there has heretofore existed, as some have alleged, any deficiency in respect to the provisions for the promotion of physical health and development in our schools, this evil, it is hoped, will be effectually remedied by the judicious and comprehensive measures for this purpose which have been recently adopted by the School Committee.

We hold, as did our fathers, that it is not only the duty of government to establish and support schools, thus securing the means of instruction for all youth, but also to require that all children, willing or unwilling, shall be taught, at school or elsewhere, the rudiments of letters. It is on this fundamental principle of universal education that the statute concerning absentees from school is based, providing for the confinement and instruction, in some reformatory institution, of such children as shall be convicted of wandering about in streets and public places of the city, having no lawful occupation or business, not attending school, and growing up in ignorance, between the ages of seven and sixteen years. The judicious and efficient enforcement of this law will, it is believed, have a salutary effect in diminishing the evils of truancy and juvenile crime.

The whole amount of current expenses of the public schools for the past year was \$465,411.07, and the average whole number of pupils was about *twenty-seven thousand*.

The fact that so large a sum is contributed to the support of our system of public education by our tax-paying citizens without a murmur of complaint, speaks well for the enlightened liberality of the community.

PUBLIC LIBRARY.

Our Public Library, intimately connected with the cause of education, is in its usual prosperous condition.

New books have been added, and the circulation is constantly increasing. The average daily attendance of persons visiting the library and reading-room, soliciting books for home reading or for consultation, has been about twelve hundred. The most noticeable event during the year is the decease of the greatest benefactor of the institution, Joshua Bates, of London, whose memory will always be gratefully cherished by the people of Boston. An appropriate memorial of Mr. Bates is in preparation, under the orders of the City Council.

STREETS.

There has been during the year more than usual labor in this Department. Many unfinished projects have been consummated, and the new enterprises which have been started and which required immediate action have been promptly met and received official sanction. Temple Place and La Grange Place have been opened, and some other important thoroughfares have been widened for the public commerce. Our streets have been kept well paved and sufficiently lighted. The friendly conference which has been going on for some time between the City and the Commonwealth and other parties interested in the Back Bay, in regard to the drainage, the connection and direction of streets, and other matters of mutual concern, has been recently completed in accordance, I trust, with the prospective wants and permanent welfare of the city.

STREET RAILWAYS.

The use of the streets for street railways is a subject of great and increasing interest, and requires the careful attention of those whose duty it is to see that the ways for public travel are kept in proper condition. There has constantly been — and I trust there always will be — an entire readiness on the part of the municipal authorities to yield to the corporations so using our streets every facility and accommodation which is compatible with the safety and convenience of the ordinary travel. But this has not always been satisfactory to some of the corporations. It has been claimed that their rights in the streets are paramount to all others, and application has been made to the Legislature to relieve them to a large extent from municipal regulation. It is understood that renewed efforts in this direction will be made at the approaching session. Our thoroughfares through which the rails are laid are for the most part narrow and crowded; and it is, therefore, essential that the tracks should be located with good judgment, and the modes of their use so regulated as to best subserve the public interests. This regulation, to be salutary and reasonable, must be founded on local knowledge and experience, and hence should be left, where it has heretofore belonged, to the municipal authorities. The statutes of the Commonwealth make it the duty of the city to keep the streets “safe and convenient for travellers with their horses, teams, and carriages at all seasons of the year;” and if this duty be not performed the city is liable to indictment and holden to make compensation for all injuries that may happen in consequence to persons or property. It would be a strange anomaly in legislation to impose an obligation upon a party and subject him to penalties for its non-performance, and at the same time take from him the power to perform it.

BOSTON HARBOR.

The condition of our harbor is a subject that deserves grave deliberation. We have taken thus far successful steps in the determination of the amount of the injuries which our basins and channels have suffered, and the causes which have led and are still leading to these unhappy consequences.

During the past season the United States Commissioners have directed the survey of the lower harbor, as well as the necessary computations for bringing the results of their physical inquiries into the form required for practical use.

In the lower harbor the survey has made good progress, but I regret to say that it discloses important changes for the worse. The debris from our wasting islands and headlands is gradually but steadily augmenting the shoals and finding its way into the channels. The protection of the shores from the abrasion of the sea is the simple and direct remedy from these evils, and early provision should be made for efforts in this direction before the navigable facilities of the harbor suffer a further decline.

The United States Commissioners, desirous of basing their recommendation upon substantial and indisputable grounds, have not contented themselves with gauging the extent of the mischief already done in the harbor, but they have pushed their inquiries to the comprehension of the physical scheme, and possessed themselves of the means of pointing out when and how the natural order has been disturbed by artificial encroachments. It has been a maxim with the United States Commissioners during the years that they have been employed in the examination of harbors, and one which has gained credit from experience, that the amount of tide-water should not be reduced in any harbor which depends upon this element of power for its existence, and, therefore, if the paramount interest of a community demands the reclaiming of flats at one point, it must be willing to make

restitution at another. All encroachments must be followed by compensation.

These gentlemen have in preparation a Report on this matter of compensation, which will soon be ready for publication. During the past summer the most laborious computations have been necessary to calculate where and in what manner compensations may be made to the best advantage for the South Boston flats which they recommend should be reclaimed. To compute the power which a certain volume of tide-water will have in different locations is a difficult problem, but one which they are solving from all the experience and knowledge which can be brought to bear upon the subject. We are promised that in their forthcoming Report the Commissioners will enter upon this matter specifically. The benefits derived from the scientific labors of the United States Commissioners developing the condition of our harbor, and their recommendations for its preservation and improvement, we hope shall be secured to us, by efficacious legislation, in the establishment of a permanent board of State Commissioners, composed of gentlemen of leisure, of large commercial experience, interested in the subject and free from all suspicion of interested motives or local prejudice.

The legislation of our Commonwealth has not, I fear, been based upon a wise consideration of all the elements which are necessary to secure the integrity of the harbor. Improvements on the shore adjacent to the city, demanded by its growth in commercial importance, have not always been constructed so as to avert important disadvantages to its waters. I trust, as the subject becomes better understood, that the schemes of interested and selfish parties will be checked, and only those enterprises encouraged which will promote the public good. The harbor of the second commercial city in the Union should be watched with a jealous care.

It is a gratifying fact to announce that the National Government has finally been aroused to perform their share in its

protection, and that the sea-walls on some of the headlands are now being repaired and extended, under the supervision of Col. J. D. Graham, a competent engineer, who has been detailed and is now actively engaged in the service. He finds that the work has been too long delayed, thus adding materially to the cost of the reconstruction. An additional appropriation will be required of the present Congress, and it is hoped that our representatives will secure its passage, as their attention has been specially called to the subject. The defences of the city from the assaults of a foreign enemy have been considerably augmented during the past year. Forts Warren and Independence have been strengthened by heavy armaments, and the new fort, Winthrop, on Governor's Island, is approaching completion. When finished and properly garrisoned, it will prove one of the most impregnable fortresses on the Atlantic coast.

In connection with this subject, I ought not to forget the interest which the late General Totten ever evinced in our welfare. His voluntary services on the Harbor Commission should render his memory precious. We were fortunate in securing as his successor, Brig-Gen. Richard Delafield, the Chief of the Engineer Corps of the United States, who has entered upon his duties with much zeal.

MILITARY AFFAIRS.

During the past year the President of the United States has issued four calls for troops, as follows: February 1, for 200,000 men; March 14, for 200,000; July 18, for 500,000; December 19, for 300,000. The quotas under the last call have not been announced yet, but I am officially informed that the city has more than a sufficient number already credited to fill them. Under the three previous calls (for 900,000) the quotas of Boston amounted to 8,027; and including the call made October 17, 1863 (for 300,000) — which was about half filled at the beginning of the year — to

11,377. The number of men credited during the year was about 14,000, — of whom 13,287 were volunteers in the army and navy, and 713 drafted men.

An official statement of the number of men called for and credited, from the 18th of May, 1863, to the 31st of November, 1864, has been furnished by Major F. N. Clarke, Acting Assistant Provost-Marshal-General. The whole amount of the expenses of recruiting during that time (about nineteen months), including the bounties paid to those enlisting since the 30th of March last, is \$538,393.51.

Although the city has a considerable surplus, the efforts to obtain serviceable men for the Government have not been relaxed. A central office has been established in Haymarket Square, under the charge of competent men, where recruits are received for the army or navy. When the name of a recruit is borne upon the enrolment list of any ward, he is credited to such ward; otherwise to the city at large.

The relations between the municipal authorities and the State and United States officers, in matters of recruiting, have been uniformly pleasant, thereby greatly promoting the best interests of the service.

During the year the various regiments of which Boston's quota forms a part have received such accessions that a new tabular statement has been prepared by Mr. George H. Child (who is engaged in making the official record of our soldiers and seamen, and is admirably adapted for the work). Another table has also been added, giving a complete record as far as practicable of the officers and privates of the 1st Regiment, from the time they entered the service until they were mustered out. Other organizations have been mustered out during the year, but their history, although approaching completion, could not, owing to a late return of the muster-rolls, be finished in season for publication at this date.

A list of returning military organizations received and

entertained during the past two years, at Faneuil Hall and elsewhere has been made up.

STATE AID.

The payments of State aid to the families of soldiers are still continued at the Relief Office, as during the year 1863. The act of the Legislature, approved February 29, 1864, allowing aid to be paid to the families of non-residents who enlist upon the quota of this city, and the act approved April 11, 1864, allowing aid to the families of seamen in the navy in the same manner as to the dependents of soldiers, have increased the number of applicants during the past year over one thousand. The return of regiments, however, and other causes, have determined the payments of more than an equal number. The average number of families relieved during the year 1864 was about three thousand, and the average monthly payment to each about eight dollars.

The payment of State aid to families of soldiers was inaugurated in May, 1861, and the payments since have been as follows :

From May 1 to December 31, 1861 . . .	\$77,090 42
Refunded by State . . .	\$67,745 56
Paid by City . . .	9,344 86
	<hr/>
	\$77,090 42
From January 1 to December 31, 1862 . . .	\$269,108 97
Amount claimed from State, . . .	\$263,981 13
Amount assumed by City . . .	5,127 84
	<hr/>
	\$269,108 97
From January 1 to December 31, 1863 . . .	\$311,821 00
Amount claimed from State, . . .	\$307,062 71
Amount assumed by City . . .	4,758 29
	<hr/>
	\$311,821 00
The payments for 1864 will amount to about . . .	\$300,000 00

The claims for aid under the law relating to seamen in the navy are increasing very rapidly. It is very difficult to identify this class of dependents, and each case should be carefully investigated. The changes daily taking place in the army and navy by the disbanding of regiments, desertions, casualties, discharges, promotions, and pensions, require a constant inspection of the applications by the committees in the respective wards.

In addition to the large amount of aid distributed among the families of volunteers there has been received at the Mayor's office, in allotments of pay and bounty during the year, over \$230,000, which sum has been paid out on rolls from the State Treasurer's Office. The Mayor has also been the direct recipient of considerable sums, sent by soldiers who have no families, which have been deposited in trust for them in the savings banks.

MILITIA.

The last Legislature passed a new militia bill, reviving in some respects the old militia law, requiring all citizens between the ages of eighteen and forty-five to be enrolled for military service, and those between the ages of eighteen and twenty-four to be subject to active duty. The city of Boston is divided into thirty-eight districts, each district to have a military company. If, however, the person enrolled is a member of a volunteer corps, his relations with such corps are to remain if he chooses, and thus he is not forced to become a member of the district company. In the cases of cities and towns where more than one company is allotted, the Adjutant-General makes the divisions in consultation with the local authorities; and thus it becomes our duty, having been notified thereof, to enter upon this service as soon as practicable.

In the mean time an opportunity is afforded to young men of martial and public spirit to join some of those military

organizations already in existence or in the process of formation, and I would respectfully appeal to them to become at once members of such corps. The volunteer military of the city of Boston was in times past an object of just pride to our citizens, and it is hoped that we may again see this interest revived, and a well-disciplined and orderly force always at hand to meet any unforeseen emergency.

ANNEXATION OF ROXBURY.

The annexation of the adjacent city of Roxbury to Boston has again been agitated, and we have been notified, as an interested party, that a petition will be presented to the next Legislature for an act to carry it into effect. There can be no doubt that population and territorial limits add very much to the character and reputation of a city at home and abroad. Commerce, business, maritime adventures seek large aggregations of people; and if Boston is to increase very materially in her numbers, keeping the dwellings of her active men within her municipal limits, it must be through the annexation of some of the adjacent territory. There is no natural boundary between this city and Roxbury, and public sentiment in both communities, I believe, is rapidly tending towards consolidation. The decision of the question belongs primarily to the people, and possibly it is a subject which we should leave entirely in their hands; but as the City Government has been notified of the pending petition, it may be our duty to take some action. I would, therefore, suggest, if it meets your approbation, that a committee be appointed to investigate the subject. They should ascertain the relative debt and property of both cities, the taxable value of estates, the question of sewerage, the prospective improvements required, and such other matters as will give light to our citizens should the Legislature sanction the union, and they be called upon to vote on the question.

NEW DIVISION OF WARDS.

The General Statutes provide that a census of the inhabitants of the several cities and towns shall be taken in May next, upon which the next apportionment of Senators and Representatives shall be based.

As it is desirable that the wards of this city should be districted anew this year, it will be necessary to take steps in this matter as soon as possible after the census shall be taken, so that the next municipal election may be conducted on the basis of the new wards.

CITY CHARTER.

In addition to the new division of wards, which will require legislative action, the last City Council passed orders to petition the Legislature for sundry amendments to the City Charter. The most important of these is for authority to lengthen the tenure of office of the Mayor, Aldermen, and members of the Common Council. The Charter, adopted at the incorporation of the city in 1822, has been changed and modified a number of times since that period, and as a whole does not present that symmetry and just proportion in all its parts which our present circumstances require. The amendments which have been made from time to time have been suggested to remedy certain evils that were then apparent, and have not always corresponded with the spirit or the letter of the original document. Under these circumstances, I would respectfully suggest a thorough revision of the instrument. If this recommendation meets your approbation, a committee should be forthwith appointed, who should take the subject into consideration, calling to their assistance some gentlemen now in private life, who were formerly connected with the government, and whose experience would be of great value in framing a new charter. As we have already

resolved to bring the subject to the attention of the Legislature for the purpose of some modifications of its provisions, the present seems to be a favorable opportunity to secure at one time all that may be needed for the present or the prospective wants of the city.

I have now, gentlemen, already exceeded the usual limits of an Inaugural Address, and have presented some of the most important subjects which I deem worthy of your consideration. The topics of municipal interest are not exhausted. Many matters will be called to your attention in the annual reports from the several departments, which will deserve your careful perusal. Some subjects which have not been noticed at this time will be the occasion of special communications. The suggestions which have been made are those which have arisen naturally from the condition of our affairs. It is not a time to advocate new schemes or to press untried experiments ; to hold fast to that which is good, keeping up with the progress of the age, should be the rule of action in administering our civic functions.

Your aid and co-operation I invoke in the discharge of my own official duties, while I promise on my part a like sympathy and cordial interest in everything which you may propose that will promote the public welfare. We have no right to be in these seats if we have not resolved and have not the strength to keep the resolve, to devote ourselves unreservedly to the service. The duties sometimes will be hard, the labors irksome, but it is too late to shrink from the task without forfeiting our own self-respect and proving ourselves false to the confidence which has been reposed in us. Without "magnifying our office" let us elevate ourselves to the sacredness of the trust, and by the conscientious and faithful discharge of our respective duties gratify the people who have selected us as their agents.

The government of the capital of a Commonwealth, whose recent history is worthy of its ancient renown, is now placed under our control; let us, with the blessing of our Heavenly Father, see that, so far as we are concerned, "Peace be within her walls and prosperity within her palaces!"

ADDRESS OF THE MAYOR,
FREDERIC W. LINCOLN, JR.,
AT
THE DEDICATION
OF
THE CITY HALL.

SEPTEMBER 18, 1865.



BOSTON:
PUBLISHED BY ORDER OF THE CITY COUNCIL.
1865.

ADDRESS.

GENTLEMEN OF THE CITY COUNCIL, AND FELLOW CITIZENS : We are assembled on an occasion which will hereafter mark an important era in the municipal history of Boston. We have met this day to dedicate, with appropriate ceremonies, a new building to be devoted to the local administration of the affairs of this city. On this two hundred and thirty-fifth anniversary of its civic birth, our minds are naturally and fondly carried back through the stirring events of these many years. The long procession of noble men, who have given it a name and character, again pass on the stage before us. We watch with intense interest the movements of the fathers of the town, who, self-exiled from the land of their birth and the sepulchres of their ancestors, landed upon these shores, and, building a home for themselves and their little ones, laid the foundations of a city which should be known and honored through many generations. We would bow in reverence to the motives which led them to form this infant settlement. They were not mere adventurers, — the cast-off mendicants from the Old World ; many of them were men of culture and education ; some with a fair share of worldly goods, all of an incorruptible integrity ; yet they left the conveniences and comforts of their native land to found, upon the barren strand of a New World, a state where the privileges of civil and religious liberty, of which they had been deprived by arbitrary power, might be enjoyed by themselves and their posterity. The success which crowned their efforts is illustrated in every page of our annals, and is to be seen in our present condition and prosperity. Boston, the

capital of Massachusetts Bay, through all its colonial and provincial existence, affords one of the best examples of the steady development and progress of civil freedom, culminating in the revolutionary era, when the sister colonies, espousing her cause, united in the Declaration of Independence, thus establishing the Republic of the United States, and introducing a new people into the family of nations.

Our local history commences with September seventh, old style, or September seventeenth, new style, 1630, when the Court of Assistants of Massachusetts Bay, then sitting at Charlestown, acting under a charter granted by Charles the First, ordered that this peninsula, which had heretofore been called Shawmut and Trimountain, should take the name of Boston. Such were the peculiar associations connected with Boston in England, that the leaders in the enterprise had resolved, previous to embarking from their homes, that the chief town should be called by this name. Boston had been famous in the annals of the persecuted Puritans; a large portion of the company belonged to that city and the county of Lincoln, in which it is situated; and it is said that the name was also considered as a compliment to the Rev. John Cotton, a distinguished clergyman of that place, who united his fame and fortune with them, and afterwards became the pastor of the First Church in the new settlement.

It was thus early decided, on account of its natural advantages, to be the capital of the colony. There were other places which had been settled previously, which had a claim to the distinction, such as Salem, Dorchester, Charlestown, and Cambridge, but its rapid growth and prosperity soon justified the wisdom of the selection. It was designed for a commercial town, was limited in extent, and was sometimes designated "Blackstone's Neck," after the first settler. Its greatest wants were wood and meadow land, so that those of the people "who lived upon their cattle" took farms in the adjoining country, which were granted to them for the

purpose. It was feared by many that it would be no place for continued habitation, for want of a staple commodity; but, as early as 1647, her interests had become diversified; she not only raised from the earth and the sea enough for all her inhabitants, but had a large commerce with Virginia, Barbadoes, and the Summer Islands; with France, Spain, Portugal, and Holland, and even with England.

Johnson says, in speaking of the colony of Massachusetts Bay, that "the maritime towns began to increase roundly, especially Boston, the which of a poor country village in twice seven years it became like unto a small city, and is in election to be Mayor Town suddenly, chiefly increased by trade by sea." He also says, at an earlier date, that "it is the centre town and the metropolis of this wilderness work, and its continual enlargement presages some sumptuous city."

There is no clear account of the commencement of our municipal government. The records in the possession of our City Clerk do not give any light on the subject. The affairs of the colony and the town were so connected, as it was the seat of government, that probably at first the Governor and Assistants, the majority being inhabitants of the town, exercised all the powers that were necessary. Sometimes there appear upon the records "Overseers of the Town's Concerns," or "persons chosen for the occasion of the town." But in 1645 a regular Board of Selectmen was chosen, John Winthrop, that year acting as Deputy Governor of the Colony, being Chairman, and James Penn, one of their number, Recorder and Treasurer. As the town increased in population and wealth, frequent attempts were made by a portion of the inhabitants to secure for it the name and privileges of a city. As early as 1651 the subject was agitated; again in 1708, in 1762, in 1784, in 1815, and finally with success in 1822. The whole number of votes cast was four thousand eight hundred and eleven; the number in favor of the City Government was two thousand eight hundred and five; the number

against the project was two thousand and six. A charter was obtained from the Legislature, which received the signature of Governor Brooks, February 23, 1822, and was accepted by the people on the following fourth of March. The new government was organized at Faneuil Hall on the first of May, the Chairman of the Selectmen, Eliphalet Williams, in an appropriate speech, transferring the powers of the old town organization to the Mayor, John Phillips, who delivered an inaugural address, — the oath of office being administered by Chief Justice Parker, and a prayer offered by the Rev. Dr. Baldwin, the senior clergyman of the town.

No single thing affords a better illustration of the character of the people of Boston than their long continued love for a democratic form of municipal organization. It was only when the population became so large that their interests suffered materially by the old customs, that they would consent to delegate the powers of the local government to a limited number of their town fellow-citizens. A watchful and jealous scrutiny of the conduct of their official servants is still a marked characteristic of Boston, and woe will befall our city when the great body of her citizens cease to take an interest in her public affairs.

You will not expect me, gentlemen, on an occasion like the present, to deliver an historical discourse upon so inspiring a theme as the annals of Boston, tempting though it be. I have alluded to the commencement of our town, because the associations connected with this anniversary required it, and in order that we may be reminded of the days of small things, and of the great contrast between the distant past, and the present of which we form a part. To the student of history, I verily believe there is no more interesting study to be found, than the record of the events which have made Boston what she is to-day. He will find that she has had a healthy and well-developed progress in everything which promotes the welfare of civilized man, — the cause of religion and morals,

education and science, commerce and industry, good order and social happiness. While the machinery of town government, based upon the example of the mother country, was followed so far as it suited her condition, yet better methods and additional institutions were organized, more wisely adapted to the character and prospective wants of the people.

The stirring events which made her name famous in the revolutionary era has somewhat overshadowed her earlier history; but I contend her career has been brilliant from the first; and her intrepid stand against the encroachments of arbitrary power at that time, was but the natural consequence, of that education and discipline which her people had been receiving for a century and a half in the defence of their colonial and provincial rights. There is not a more pregnant page in the records of the progress of mankind towards civil liberty than the part which our town took in that long struggle, in which she was finally defeated, when the original charter of Massachusetts Bay was taken from the colony, and it became a province of the King. Then commenced a new era in her history, apparently dark, but gradually lighting up as she successfully combated and defied the several British governors, who, representing the prerogatives of the Crown, claimed her slavish allegiance, until she had the happiness of seeing the last of the loyal line forced to take his departure from the town, and sail down the waters of our beautiful bay with his mercenary troops, never more to return. The events of the revolutionary period are as familiar to us as "household words." As Boston was the theatre where its great principles were earliest discussed and promulgated, so was its vicinity the scene of some of its most important engagements when an appeal was made to arms. The long struggle on other fields, and in different parts of the country, she sustained with men and means in a cheerful spirit; and when peace came, her people, and especially her mechanics, spoke with a resolution which could not be resisted, in behalf of the adoption of the

Federal Constitution, which was the glorious consummation of the patriot's prayers and the bright herald of the nation's prosperity. At the advent of the new government under Washington, the country, saved by the valor of her sons, and the Union, consolidated by the provisions of this immortal instrument, Boston again started on her onward course. Her representatives took a leading part in the National Councils, while her citizens at home embarked in new enterprises for the development of the commercial and industrial resources of the country. The keels of her merchant ships vexed the seas of every continent. Her capitalists made the streams of New England, as they descended to the ocean, work their passage as manufactories were planted on their murmuring courses. Her mechanics and artisans, invigorated by the new motives to labor which independence had secured, added new wealth to the community; and her professional men of every class gave a fresh lustre to science, and dedicated their learning to the advancement and elevation of mankind. In the history of the last half century, she has been in unison with the rapid progress and marvellous success of our common country. Her wealth and population have increased with a healthy and steady growth. Often reproached as the representative of ideas in advance of the public sentiment of the whole Union, she to-day is honored as never before for her unflinching adherence to principle, and the Republic itself will not part with her fame or the renown of her great men so long as it holds a place in the front rank of the constitutional governments of the world.

I must confess to you that, in the preparation for this occasion, among the multitude of subjects, I have found it difficult to so order my thoughts as to select the appropriate topics for consideration. The primary cause which led our ancestors to this place was religion; and it would be an interesting field of survey to trace the progress of religious thought and theological inquiry, — to see how, with the advance of

years, the tenets of the older sects were liberalized and new churches planted and prospered, so that now, living in harmony, we have the representatives of all the denominations into which the Christian world is divided. Education was the stone upon which our fathers laid the foundation of their superstructure; and this interest has been so prominent through our history, that the modern friends of free schools have sometimes considered it our special token of regard, and other communities have gladly followed in the intellectual paths which we have marked out for ourselves. I believe it is generally acknowledged, that there is no large city in the world where the people of every class are so well versed in the common rudiments of knowledge; and certainly there is none in comparison with the population where there are so many institutions devoted to the higher branches of scientific investigation, and to the encouragement of elegant literature and the fine arts. Institutions for charitable and philanthropic purposes have always been fostered, keeping pace with human wants and needs, so that hardly an "ill which flesh is heir to" is left neglected in the circle of our ministering agencies.

The glorious success of our national arms in crushing the late Rebellion and extirpating that foul blot on the nation's character, which has so long been our reproach, will have an important effect on our commercial and industrial relations. Channels of business heretofore obstructed, or undeveloped, will soon open to the spirit of adventure or enterprise. Holding fast on those methods and objects of traffic which have been a source of her worldly success, Boston is destined to expand still more in this direction; and that prosperity which is based upon a mutual interchange of the commodities of the earth with the handicraft of man, can be anticipated for our city with the liveliest feelings of hope and cheer. A modern teacher of political economy has a maxim, that, "to increase the wealth of a people, you add to their power to bless the

world." We, therefore, may rejoice from the highest motives, at all the signs of an affluent city which appear, if we constantly bear in mind that our duties correspond with the privileges we enjoy.

Another class of subjects pertinent to the occasion, if time would permit, would be a consideration of the various interests directly connected with the special prerogatives and duties of a municipal government. The topographical changes which have taken place in the town since its settlement, have been as marked as any in its history. Commencing on a peninsula of about seven hundred acres, with its additional territory, mostly reclaimed from the sea, it is now not far from sixteen hundred acres; while East Boston and South Boston, now single wards, have each an extent of surface suitable for habitations and business purposes larger than the original town. Some of the prominent hills in the City proper have been levelled, and its creeks have been filled up. Many of its ancient streets, following the line of the shore, or creeping at the base of its original heights, or suiting themselves to the diversities of the surface of the soil, have been straightened and widened; and this is a work which must go on, to meet the new exigencies of a teeming and thriving population, — a prolific source of official business, and involving a large expenditure of the public money. Our harbor, naturally one of the most magnificent in the world, whose spacious and convenient waters were the very cause of the location of the town, has, through the ravages of the sea, been seriously impaired, and deserves the most careful management, especially in those schemes for the city's enlargement, which an increasing commerce may require. When we consider the millions of people who are in the future to inhabit this continent, and are to form this energetic and busy nation, and recollect that the good harbors on the Atlantic coast, which connect us with the old world, can be counted on one's fingers, while this geographical fact presages that Boston will

always hold an important commercial position, yet it gives a new significance to this interest so vital to its prosperity.

The sanitary condition of our city, always a matter of concern with our ancestors, as is seen in their earlier appointment of a board of health, becomes more and more a subject of municipal care as population increases. The liberal supply and proper distribution of water, the fire department, which protects our dwellings and warehouses from the devouring element, the police, who shield us from the designs and acts of wicked men, the institutions where the vicious are incarcerated, or the unfortunate or the insane find their homes, the finances of the city, the construction of sewers, the paving and lighting of streets, the markets, cemeteries, hospitals, public library and schools, all these and kindred subjects afford themes of thought and comment, and are naturally forced upon our attention, as we sit together for the first time in a new building to be devoted to their management. But your patience would weary, and my strength would fail, in the attempt to give them that elaborate consideration which their merits demand.

As has already been stated, the first city government of Boston was inaugurated in 1822, at Faneuil Hall. Some of the municipal officers remained in that ancient edifice a number of years; others were located in what was then called the County Court House, the building formerly on this spot, in which the meetings of the Common Council were held. On the two-hundredth anniversary of the settlement of the town, September 17, 1830, the old State House having been remodelled for the purpose, the different branches of the government, which had previously been in separate buildings, took possession of it, and an address was delivered by the Mayor, Harrison Gray Otis. On the same day appropriate commemorative services, of a popular character, took place at the Old South Church, an address being delivered by Josiah Quincy, the second Mayor of Boston, and a poem by Charles Sprague.

The city government remained in the old State House about ten years, when another change took place, and it removed back to this spot, bringing with it other additional departments of the public service. The edifice was formally dedicated as a City Hall, March 18, 1841, by an address from Jonathan Chapman, then Mayor of the city. The cornerstone of the edifice in which we are now assembled was laid December 22, 1862, — the anniversary of the landing of the Pilgrims at Plymouth, — with appropriate Masonic services and an address by the Mayor, Joseph M. Wightman. This is the first building, therefore, which has been built and specially designed for municipal purposes; and the present government will have the satisfaction, before their term of office has expired, to see its administrative offices suitably established, with the best facilities for the accommodation of our citizens and the despatch of public business. We have no inspiring historical associations connected with this edifice, as had our predecessors, who occupied Faneuil Hall and the old State House; but the vicinity reminds us of the early past, as we look into the ancient burial-ground by our side, and recollect that Johnson and Winthrop, the fathers of the town, have, for upwards of two centuries, been sleeping within its sacred enclosure; and that not far distant rest the bones of Hancock and Adams, and other patriots of another historical period. Nor can we forget that, on the very spot where the statue of Franklin is located before our windows, he played as a Boston schoolboy; and that within a stone's throw still stands the Old South Church, so redolent with the patriotic memories of other days.

We, and our successors in office, are to give this new building a name and character. May its symmetry and beautiful proportions be emblematical of the purity of life and elevated principles of those who shall occupy these seats, fill the several departments of public service, and manage the municipal affairs of this city! The past is secure. The general

character of our government from the first has been a fitting representative of the reputation of our people. Few names upon our Municipal Register we could wish blotted from the roll ; for no city has been more favored with faithful and devoted public servants. The most affluent in fortune, the highest in social position and culture, have deemed it an honor to participate in the conduct of our civic affairs, and citizens who had distinguished themselves in some of the most exalted national positions, have put on again the badge of office, and devoted their time and talents for the promotion of the city's welfare. We have seen in other large municipalities, paradoxical as it may appear, that those citizens who have the most at stake, and whose fortunes and happiness are dependent in a great measure upon good government, are the very ones who take the least interest in their local affairs, and those who would have exerted the best influence, on account of their intellectual gifts or moral character, shrink, as from pollution, from the discharge of those duties which they cannot neglect without detriment to the public weal. A municipality is formed to organize order, to afford protection to persons and property, and to secure the blessings of peace and prosperity to a community. These can only be accomplished by the active and zealous interest of the best men. They should occasionally take office themselves, when their services are needed ; and they should always watch with a jealous care the tendencies of public measures and the motives of those who originate them. If Boston has acquired any reputation in the conduct of her internal affairs, it is because her people have so distinguished themselves in these matters ; and when it shall be otherwise, her glory will have departed, and she should give up the right of self-government, for she will no longer deserve the privilege. The pride which a Bostonian feels in his city, whether he was born within its limits or has made it his home by adoption, is justified by its past history, its actual condition, and its future prospects. Our business men

are not, as in some other localities, mere seekers of fortune, temporary sojourners until that object is accomplished, but they are a part of the living community, identified with all its concerns, and looking forward to spending the evening of their days within its precincts, or within the influence of its cherished associations. Hence a public spirit is fostered, which pervades every class and condition, which interests itself in every cause which will add to the good name and fame of the city, and which in the affluent is so often illustrated in the liberal endowments of our literary and charitable institutions.

In ancient times cities were established, under a different form of civilization, for mutual protection of the people, and were surrounded with walls and fortifications as a defence against a common enemy. Now, business is their mother, and while it is the chief interest and the greatest element in their outward growth, they become the great centres of mischief unless there is in the inhabitants a love of religion and virtue, and a taste for those objects of nature and art which ennoble the mind and refine the character. I do not believe, with Jefferson, that "great cities are great sores," for I hold that municipalities were the first to be identified with the cause of popular liberty; but we may accept the remark as a warning, and endeavor to make our city the great fountain from which shall spread those influences which shall be for the healing of the nation.

In addition to the local associations connected with this day, it is well to remember that it is also the anniversary of the adoption of the Constitution of the United States. Sharing with the whole country in the blessings of the Union, no city has been more loyal than Boston, or has exhibited better proofs of its devotion to the National Government. The late infamous attempt to destroy the integrity of the Republic at once aroused her patriotism, and she proved, through the long and protracted struggle, that the fires of liberty, kindled by the fathers, were still burning on her altars. Her sons went

forth to the field of battle, or stood upon the decks of our naval ships, taking their lives in their hands for the common defence, while her daughters lent their ministering aid by the bedsides of the wounded and dying in the hospitals, or, remaining at home, comforted and cheered the absent by their timely contributions to their pressing needs. The old flag, whose beautiful colors have always mingled gracefully with the atmosphere which surrounds our habitations, now floats over a reunited country. Streaming in the free air as the representative of noble ideas and a great nationality, the best interests of humanity fostered and protected under its ample folds, its honor an absorbing passion, the people of Boston will be the last to submit to its humiliation, and with a resolute spirit will defend its fair fame, whether assailed by domestic traitors or foreign foes.

To-day, then, gentlemen of the City Council, on this double anniversary, with the associations connected with the memory of the ancestors who laid the foundations of this city, and the statesmen who framed the Federal compact which gave constitutional life to a nation, we appropriately dedicate an edifice for the home of municipal legislation. Its deliberative halls may never echo with the sublime eloquence which stirs the hearts of the people in senatorial chambers, or inflames their passions in the popular assemblies; the subjects of discussion may be prosaic, but their results will affect the happiness and comfort of many homes. We would dedicate these walls to the cause of good order and good government; to a watchful care of the morals of the community; to a zealous stewardship of all its public interests! Let the narrow spirit of party and partisanship stop at the threshold and seek other theatres for the display of their intrigues! Let official power be considered a sacred trust to be exercised by the most worthy citizens,—the possessor himself the bright exemplar and representative of the highest standard of public virtue! Let wholesome laws and wise ordinances advance the mate-

rial prosperity of our beloved city, and the personal welfare of all its inhabitants! And with a filial obedience to the commands of the Great Ruler of the Universe, in whose hands are the destinies of communities as well as individuals, may the prayer of the people be ever that on the city seal:—

“Sicut patribus sit Deus nobis.”

As God was with our Fathers, so may He be with us.

THE

INAUGURAL ADDRESS

OF

HIS HONOR

FREDERIC W. LINCOLN, JR.

MAYOR OF THE CITY OF BOSTON,

TO

THE CITY COUNCIL,

JANUARY 1, 1866.



BOSTON:

J. E. FARWELL & COMPANY, PRINTERS TO THE CITY,

37 CONGRESS STREET.

1866.

ADDRESS.

Gentlemen of the Board of Aldermen and Common Council:

ON the first day of a new year, amidst the congratulations appropriate to the season, we have assembled to inaugurate, with the customary ceremonies, a municipal government for Boston. The local public interests of a large city have been placed by its people in our charge. We have voluntarily assumed the respective duties indicated by their choice, and the proofs of our fidelity will be seen at the close of our official career, when the government is transferred to our successors.

One of the most significant facts of modern history, in its connection with the progress of population, especially in the Northern States of our Union, is the tendency of so large a portion of the people to congregate in cities. The most energetic minds use these localities for the exercise of their talents, and as the spheres for their enterprise and influence; while the other extreme of society, the idle and the dissolute, find their boon companions, and those associations which minister to their base appetites and passions, in the lower strata of social life, which must exist to a greater or less extent in every large aggregation of human beings. The government of such a community thus carries with it a greater degree of personal responsibility than is attached to those who exercise the more remote and dignified functions belonging to the State, or the limited control of public affairs which exists with the sparse population of a rural district. The importance of the varied and diversified interests of a people, thus congregated, cannot be measured by an ordinary

standard. Those who are clothed with special prerogatives and powers are called upon to exercise them with prudence and good judgment, illustrating their official duty by the highest civic wisdom that can be attained. The good citizen is to be protected in his business and social relations, and every influence, in the legitimate sphere of government, must be exerted to promote his welfare and happiness; while the vicious must be restrained and punished for the crimes which have made him the pest of society. It should be recollected that the mere raising and disbursing of the public money are not the only offices of a government like ours, for we are justly to be held accountable for many other matters of common concern.

The prosperity of Boston is largely favored by its natural advantages; but the real element of success, through its whole history, has been in the character of its people. Notwithstanding the large influx, every year, of persons born outside of its territorial limits, it has ever maintained certain original characteristics, which have given it an honored name in the past, and enabled it to exert an influence beyond the circle of its own citizens, and of a wider extent than its municipal jurisdiction. That this individuality is peculiar, and sometimes may excite ridicule in the unreflecting, is but another way of asserting the fact of its existence. We can safely challenge the world for an example of a community more alive to the best interests of all classes of its people; its ideas and methods may be its own, but they are gladly welcomed by the most intelligent of other communities; and although this does not justify any self-complacency on our part, yet it should serve to inspire those who have any control in its affairs, to still further elevate that standard which has so far distinguished the city.

It is a matter of congratulation that we to-day assume our official duties, surrounded with so many signs of promise and cheer. The year that has passed has seen the complete dis-

comfiture of the armed band of Rebels, who sought to annihilate our national existence. The men and means which were required on our part were given in full faith in the final success of the cause we were defending. It was a sacrifice which enriched rather than impoverished, and we are reaping the reward in a more substantial condition of material prosperity, and the most encouraging omens for the future.

While business prospers, and thrift follows industry, our people are not absorbed in mere selfish enjoyment; the fountains of benevolence and charity, opened during the war, now flow in other channels for the benefit of suffering humanity. Private munificence was never more liberal in its endowments, and every good cause is supplied with warm-hearted and zealous friends. Recognizing the goodness of our Heavenly Father in thus crowning our community with His blessings, and with a deep sense of our personal accountability to Him for the manner in which we discharge the trusts delegated to us by a confiding people, we are now called upon to address ourselves to the immediate duties belonging to this time and place.

It has become the usage of this occasion for the Mayor to present a statement of the condition of the most important departments of the government, together with a brief summary of the transactions of the preceding year. This information is of vital consequence to new members, and affords an opportunity for the incoming administration to carry forward, in an understanding manner, the important works left unfinished by their predecessors. It is not my intention to recommend any radical reforms in any department of the public service, for such a course would seem to imply that abuses have existed which ought before to have been remedied. With the progress of time changes are necessary to meet new wants, to simplify business arrangements, or correct faults of administration. But generally, I believe, our system of municipal management moves with as little friction as can be

predicated of any body with such a multitude of interests; and I think that the city is extremely fortunate in the character and talents of those who fill the more permanent official situations of the government. The annual reports of the officers will soon be laid upon your desks for reference, and I have no doubt you will agree with me in the expression of gratification at the encouraging condition which they present of our affairs.

FINANCES.

Our finances, the sinews of government, naturally attract our first attention. The difference in the period of time between the commencement of our municipal and financial year, prevents a detailed statement, at this season, of our income and expenditures; but we are enabled, through the report of the Committee on the Reduction of the City Debt, which is submitted at the close of each municipal year, to arrive at a comparative view of the financial condition of the city. Without repeating at length the complete statement of this Report, it is sufficient for the present purpose to say that

The total debt, funded and unfunded, Dec.

23, 1865, was \$12,476,616 11

divided as follows: —

City debt proper	\$3,572,920 38
Water debt	6,889,845 73
War debt	2,013,850 00

\$12,476,616 11

A net increase during the

year of \$858,083 34

On account of City debt

proper \$241,737 44

On account of Water debt . 587,645 90

On account of War debt . 29,000 00

Means now on hand of paying the debt . 2,065,776 51

Net debt, Dec. 23, 1865 \$10,410,839 60

The consolidated debt of the city, funded and unfunded, Dec. 24, 1864, was . . .	\$11,618,232 77
Means then on hand	\$1,597,034 69
Net debt, Dec. 24, 1864	<u>\$10,021,198 08</u>
The increase of the gross debt in 1865 was . . .	\$858,383 34
The increase of means in 1865 was	<u>468,741 82</u>
Showing the net increase of the City debt to have been	\$389,641 52

ASSESSORS DEPARTMENT.

I deemed it my duty, in the annual address of last year, to call to the especial attention of the government the condition of the Assessors Department. It is gratifying to state that some of the evils indicated have been partially removed. This has been accomplished partly by legislative enactment, and partly by more judicious management on the part of those whose functions impose upon them the delicate and responsible duty of taxing the citizens. An old law, requiring the property holder to return an inventory of the same to the Assessor, had remained unheeded on the statute book. By an act of the last Legislature, a penalty was attached for the non-fulfilment of this obligation. If the party did not make returns he was liable, as usual, to be doomed, but without the facility, as before, of obtaining an abatement.

The principal difficulty in the past has been in regard to personal property. With the most industrious efforts this could not be reached by the Assessors without the help of the owner, and thus they were forced to estimate the amount according to their judgment, sometimes doing injustice to individuals, but more often depriving the city of an assessment which was fairly due. It is evident that if we wish to insure an equality of taxation, which should be the chief concern of a just government, this provision of law is correct. A large number of our citizens, during the past year, made a return of

their property, and this custom will, I trust, be more generally observed in the future.

Our taxes, it should be recollected, are based upon the whole valuation of the city; if a large abatement is made we must necessarily fall short of the means to meet our current expenses. As an illustration of the difference between the old system and the new, it may be interesting to state, that while in 1864 our valuation was reduced, by abatements, about \$26,000,000, the past year the reduction amounts to only \$7,600,000, a considerable portion of that sum being on real estate.

Another important question, growing out of the action of the Assessors, was the tax levied last year upon what are termed foreign shares in manufacturing corporations at their market rates. The proprietors of these shares contend that they pay a tax on the real estate and machinery in the States where it is located, and that they should pay here only a fractional portion of the value, otherwise it is double taxation. On the other hand the law declares that personal estate shall include "stocks in moneyed corporations, within or without the State," and the question is raised, whether the legislature intended to except the manufacturing stocks from their share of the public burdens, while foreign shares in other corporations were held to their full amount. Without at this time going into the merits of the case, it is sufficient to say, that it is a subject of vast pecuniary importance to the city, as a large amount of this kind of property is owned by the capitalists of Boston. The question will probably be adjudicated upon by the courts.

The rate of taxation for the year was \$15.80, on a thousand dollars, — an advance upon the rate of the year previous of \$2.50, on a thousand. Of this increase 41-100 is on city and county account, and 2.9-100 is on account of the State.

The heavy taxation of the past few years has resulted largely from the necessities of the Commonwealth, whose

annual expenditure has risen from \$1,185,000 in 1861, to \$5,102,000 in 1864, while her indebtedness has increased from \$7,000,000, to \$22,800,000, in the same time. On the tax of \$300,873, levied by the State in 1861, the proportion of Boston was \$94,575; and on the tax of \$4,700,000, in 1865, the proportion was \$1,592,501. With a return of peace we may reasonably expect a largely diminished expenditure, and less onerous taxation on the part of the Commonwealth.

The valuation of the property of the city by the Assessors the past year was \$371,893,000.

PUBLIC HEALTH.

Our city has been blessed, during the past year, with an unparalleled condition of health. The number of deaths during the year 1864 was 5,112, in 1865, 4,539, — a decrease of mortality of about 600. Experienced medical men have given the opinion that the city, during the year, has been more healthy than the country. The prevalence of disease in the country has no doubt been caused, in part, by the long-continued drought; while our people have been saved by the copious supply of fresh water, which has refreshed and invigorated the inmates of even the humblest dwelling.

The apprehended approach of the cholera has stimulated more than usual energy in the transactions of the Health Department, for it was deemed essential that our houses should be "set in order," to withstand the dire attacks of the insidious disease. The tenants of many miserable dwellings have been warned out of their quarters, and rapacious and mercenary landlords have been forced to fit their tenements with the common comforts and decencies of life. A municipal government cannot enforce godliness, but it can enforce cleanliness, and it is bound to exercise, to the fullest extent, the power it possesses in behalf of this great sanitary virtue. Carefully prepared statistics prove that, in certain localities of the city, sickness abounds in greater proportion than in

others. This tendency to disease, when investigated, is traced to causes which are apparent, and no means should be spared to remove those nuisances which impair so seriously the health and physical vigor of so many of our inhabitants, however ignorant or regardless they are themselves of their own well being.

Before the approach of spring a systematic and thorough organization should be effected under the Board of Health, in every ward, which shall inspect every dwelling, check the least taint of pollution wherever situated, and enforce those wise precautionary measures which will deprive the pestilence of victims, if, unhappily, it should visit our shores. If the dreaded disease does not come, we shall still derive immense advantages from such a proceeding, which will be seen in the improved condition of public health, and the saving of many precious lives to the community.

The owners of property south of Northampton Street have been indicted by the Grand Jury, and the final disposition of the nuisance in that vicinity is in the hands of the court. The nuisance in the vicinity of Charles Street will, I trust, be abated before the coming summer, as all the abutters have complied with the notices served upon them, and are causing the territory to be filled.

The most serious consequences, so far as the public health is concerned, are apprehended for the future in the condition of the territory in the vicinity of Church Street. This is a subject which has engaged the attention of the government for a number of years. Bordering originally on the sea, the basin which formerly afforded it drainage has been filled up with solid earth to a high grade, thus giving to the spectator an appearance of a portion of the city having sunk below the ordinary level. The empty basin, into which the buildings drained when they were erected, was an artificial one, cut off from the natural flow of the sea, and these buildings were set low without any thought of changes in the future. The only

permanent relief is the raising up of the whole territory, a work of vast magnitude, similar in its character to that which has been accomplished with success in the city of Chicago. Committees and commissions have been appointed by the city government, to confer with the proprietors of these estates, without any good result. An opinion has seemed to prevail with them that the city, in some way, was blamable in the matter, and that it was responsible for their present deplorable condition. The city has not fallen back upon its legal liabilities, but has been disposed to approach the subject in a liberal spirit; nothing, however, has been accomplished. The time has now come when the work should be taken resolutely in hand, or the most evil consequences will follow. Most of the streets are narrow; ill adapted for the light and air which are so essential to a crowded population; and the most favorable plan is to remove or demolish some of the buildings, fill up the land, and lay out new streets in the district adapted to its improved condition. An application is to be made to the Legislature, by parties interested in this matter, for an act in furtherance of such an enterprise. It should receive the favor of that body, as these evils have been brought about, in part, by the action of the State in the improvement of their lands in the vicinity. If this work is to be undertaken under the authority of the city, it would seem well to place it in the hands of a permanent commission, who will have the time to devote themselves specially to the work.

SEWERS.

The expenditures for sewers have been greater than usual, during the year, owing to the construction of large outlet sewers at South and East Boston, and from the Back Bay territory. The last was built under an agreement made with the Boston Water Power Company, in 1864, and to the cost of which they agreed to contribute \$50,000. At the same time the Commonwealth agreed to provide sewers for their

territory, and the State Commissioners will commence the construction of them in the spring.

The closing of the old outlet gates from the empty basin has affected the drainage of all the districts which relied wholly, or in part, upon that area for relief for its waste water. Although not affected to the same extent as the territory to which allusion has already been made, yet a large portion of the South End has been subject to great annoyance and damage. A system of surface drains has been ordered by the government, which will probably be constructed in the ensuing year, as a substitute for the advantages which these estates formerly possessed.

STREETS.

One of the most fruitful sources of expenditure in a city like ours is the cost of widening streets. The Western cities of the Union, laid out on the modern plan of regular and wide avenues, are saved this important item of municipal expense. We are indebted to the fathers of the town for many good institutions and wise customs, but the legacy they have left their posterity in the character of our public streets is not a special cause of gratitude. They answered their purpose for a time, but many of them are not adapted to the necessities of that crowded and thrifty population which now throngs them for business or pleasure. In the new part of the city reclaimed from the ocean, and at East and South Boston, an opportunity is afforded to meet present and prospective wants, but in the old portions of our territory a constant appeal is made to extend and widen the great thoroughfares. Comprehensive and specific plans for these public improvements have been suggested in former communications to your body, but as each year brings as great a burden in this direction as can be judiciously met, I hesitate to advance new projects. Some of the wisest of those who have administered the affairs of the city have felt that we should

cease the large expenditures for this object, until we can obtain a law like that in force in some other cities of the Union, providing for the principle of betterment, by which those estates abutting on the improvement are assessed a portion of the cost. Our efforts for the law with the legislature have, with a single exception, failed, and in the mean time we are forced to go on and meet the exigencies as they occur.

The full report of the Committee on Streets, lately submitted to the Board of Aldermen, presents in detail the transactions of the past year. Widenings have been made on thirty-two different streets. The most important work instituted, during the year, was the demolition of Fort Hill. This had received a temporary check, by an injunction from the Supreme Court, which, I trust, will only retard, not effectually stop this enterprise so essential to the commercial prosperity of this business portion of the city. The extension of Albany Street has again been revived, and probably the two portions will be united during the coming year.

Two new avenues to South Boston have received some attention; one, the Eastern Avenue, so called, starting from the foot of Summer Street, and to be built in connection with the occupation of the flats on the South Boston shore, developing what is now unproductive property, and extending to our unsold lands and the institutions at City Point; the other, the extension of Broadway to the City proper. Each of these projects has many merits to commend it to favor; but the great cost of both, in the present state of our financial matters, will probably lead to their postponement to some future time, unless private parties, whose property will be immensely benefited by them, are disposed to make liberal contributions in their behalf.

PAVING DEPARTMENT.

During the year the average amount of paving has been done, and the streets have been kept in good condition. The

round, or cobble stones, which have constituted the principal part of our pavement, will probably be abandoned in the future on account of its cost, and trap-rock and small granite blocks substituted in its place. Some definite arrangements should be made in regard to the grades of the streets on the Back Bay territory. These streets should not be accepted by the Board of Aldermen unless they are of sufficient height to secure drainage. The evils from this source have already proved so serious that we have no right, for present convenience, to submit to the establishment of a grade which our successors, sooner or later, will be obliged to change.

STREET RAILROADS.

The introduction of horse railroads into our large cities has proved a most prolific source of municipal legislation. They have no doubt materially advanced the growth and prosperity of our own city, and have become so great a convenience to a large portion of the inhabitants that they seem to be a necessity. They are owned and managed by corporations under the authority of the State, using the common highway, like all other owners of vehicles, for the passage of their cars. A new use of the public streets, not contemplated when they were laid out, interfering to some extent with their ordinary service by other modes of travel, sustained by a large monetary interest, and supported in their claims by a vast multitude of individuals who are personally accommodated by the facilities they afford, it must be confessed that the public authorities have difficulties of more than ordinary magnitude, to shape legislation so that it will meet the expectations of the community.

The authority of the upper branch of the City Government is more limited than is generally supposed, as the Legislature have seen fit to withhold powers which, we think, it would have been well to have granted. If these corporations could be more effectually checked when they abuse their franchise,

without causing embarrassment to their patrons, a great end would be gained, and the interests of all better served.

Without speaking at this time in detail of the merits and different local interests of the several companies that have been permitted to lay down tracks in our streets, I trust that such legislation may be secured, at the coming session of the General Court, as will better enable the city authorities to protect the interests of our citizens.

PUBLIC BUILDINGS.

In the Department of Public Buildings, the past year has been one of unusual activity for those who have had charge of this interest. The City Hall has been completed, costing, with its furniture, about five hundred thousand dollars. A new schoolhouse has been erected at East Boston, considered the best, as indeed it has proved the most expensive, of any of our buildings for educational purposes, the cost, including land and furniture, being about one hundred thousand dollars. A commodious and well-situated police station for the fourth district is nearly completed in LaGrange Street, the cost of which, when all the bills are paid, will amount to nearly fifty thousand dollars. Two new engine houses for the Fire Department have been erected, — one at East Boston, and one in the City proper. A number of our old schoolhouses, principally at South Boston, have been raised and enlarged. These are extraordinary expenditures, and are in addition to the usual annual cost of keeping in repair all the other public buildings of the city, growing out of the natural wear and tear of such edifices.

Two new projects for schoolhouses are already before the government, on the recommendation of the School Committee, but they have not been definitely acted upon by the City Council. One is for a large grammar schoolhouse at the South End, on the new territory lately reclaimed from the sea; the other is for a new building for the accommodation of

the Girls' High and Normal School. 'This school is now centrally situated, and it is a misfortune that it must be removed; but the neighborhood is rapidly becoming devoted to business purposes, and the buildings themselves inadequately afford those peculiar facilities which an institution of this high character requires.

We are receiving comparatively but a small income from the Old State House. The city has the same right as an individual to reap any advantage which an increase in the value of property, on account of its location for business purposes, may produce. If the building is not to be used for city purposes, it may be well to lease it for a longer term than usual, and make such alterations in the interior as will amply pay the city the percentage which is due on the value of such property.

There is another subject, in this connection, which I have some hesitation at this time in suggesting, but which must be presented sooner or later, and which deserves consideration. It is almost the universal complaint of the judges, and those connected with the courts, and our citizens who, either as jurors or witnesses, are called into the building, that our present Court House is ill-adapted for the purpose for which it was erected. It is in the very centre of the business part of the city; it is surrounded on its four sides by streets; the noise of passing vehicles is incessant; windows cannot be opened for the fresh air in summer without seriously interfering with that quiet which is so essential in a court-room. The property is of great value, and I believe it can be sold for its intrinsic worth. The building is a substantial one, its location admirably adapts it for many business purposes, and its proceeds, if judiciously managed, will pay a large proportion of the expense of another edifice. A site can probably be selected, not bordering on a great thoroughfare, equally central, but more wisely fitted for the special objects of such a building.

It is, perhaps, not expedient with our present large expenditures, and the unusual tax for national purposes pressing upon the people, to move immediately in this matter; but it is one of those subjects which deserve thought in considering our prospective wants. The expense of erecting a Court House should be borne by the county. All expenses of this department are now paid by Boston alone. A more equitable arrangement should be established, so that the other portions of Suffolk County — the city of Chelsea, the towns of North Chelsea and Winthrop — may be assessed their proper share for the maintenance of the courts and other expenses incident to their relations to the county.

PUBLIC INSTITUTIONS.

The institutions at South Boston, and Deer Island, are in the same satisfactory condition which has given them their character in former years. After a full consideration of the subject, the last City Government authorized the purchase of lands in the town of Winthrop, as a site for a new Lunatic Hospital. It will require considerable time to procure designs, plans, and estimates for a building for such an institution, and a considerable period will probably elapse before an appropriation will be asked for its erection.

CITY HOSPITAL.

This important public charity has been in successful operation during the past year, affording relief to a large number of our industrious citizens who have been unexpectedly overtaken by disease or accident.

The number of patients admitted from Jan. 1, 1865, to

Dec. 19, was	1027
Number discharged during the same time	929
Number of deaths	95
Remaining in the hospital Dec. 19	104

In addition to the above, over one thousand out-patients have been treated at the hospital.

The experience of the first year convinced the Trustees that, in order to increase the usefulness, economize the administration, and make a first-class institution, some additional buildings were necessary. Upon application to the City Council the Trustees were authorized to erect a building for the treatment of contagious diseases, an autopsy room, stable, and coal shed. These buildings are nearly completed. During the year the small-pox hospital has been placed under the charge of the Trustees, and removed to the grounds appropriated to the use of the City Hospital east of Albany Street. The Dead House has been removed from North Grove Street, and located, for the present, in one of the rear buildings of the hospital, upon Albany Street.

A course of medical lectures has been commenced at this institution, under the direction of the Board of Physicians and Surgery, open to the students of the medical college. The large attendance, and the interest manifested, promise very gratifying results.

The Library established last year, for the benefit of the patients, has been a source of great enjoyment and instruction to this suffering class of our citizens. An opportunity is here afforded to all to contribute to a deserving cause their duplicate or surplus books.

The current expenses of this noble institution will be necessarily large; but I have no doubt they will be cheerfully met so long as the citizens of Boston feel a generous sympathy for the sufferings of those unfortunate ones whose real necessities are alleviated through its beneficial agency. It has already taken the front rank among the institutions of its class in this country, and its merits attract the attention of the many intelligent and philanthropic strangers who visit our metropolis.

OVERSEERS OF THE POOR.

The reorganization of this Board has realized the anticipations of the friends of the change. The necessities of the worthy poor, having legal claims on account of settlement, are better relieved, while imposition and fraud are checked. Less money is required, and it is more judiciously distributed than under the old system.

The project of a new building to accommodate this department, together with other organizations for the relief of honest poverty, has not yet been consummated. When this structure is completed, and a new bureau of charity established in it, there will be no excuse for begging in the streets, or for application at the doors of private houses. It will be necessary soon to remove the temporary home from Charles Street, and it is proposed to accommodate it in this new building. This plan unites with system and method, public and private beneficence, and its first cost will be defrayed partly by an appropriation from the city, and partly by the contributions of liberal and wealthy citizens. The subscriptions from individuals, I understand, amount to about ten thousand dollars; and I am authorized by a gentleman, who to-day retires from the government after several years of faithful service, to state that, such is his confidence in the wisdom of the measure, he will add one thousand dollars to the amount already subscribed. I trust that the amount required from private sources will soon be secured, so that the city may proceed without further delay in the erection of the edifice.

PUBLIC LIBRARY.

I desire to call your special attention to the valuable report of the Trustees of the Public Library, which has recently been presented to the City Government. The fact that nearly 300,000 visits have been made to the library during

the year, "for the purpose of reading in its halls, or of taking out or consulting the books to be found on its shelves," is a sufficient evidence that it is meeting the intellectual wants of an intelligent people. Some reforms in the administration of its affairs have already been made, and others have been suggested; experience has justified their necessity, and I have no doubt they will be readily acquiesced in by those who, "without money and without price," avail themselves of the rich treasures which this institution affords.

We have mourned, during the year, the loss of the accomplished scholar and statesman, who, until his death, was the only President of the Board of Trustees. His valuable services in its behalf were not the least of the many blessings which his public and private career conferred upon Boston, and which justified the unusual lamentation on his decease, and the grateful respect to his memory which will ever be cherished by its inhabitants.

WATER DEPARTMENT.

A constant supply of good water, sufficient for domestic and mechanical use, is of the greatest importance to a city. By watchfulness and economy in its consumption the citizens have had a sufficient supply of water during the past year, notwithstanding the great drought in our neighborhood. The Water Board have continued the employment of inspectors, and have thereby detected much of the waste and kept the consumption within reasonable limits. The water in the lake, early in July last, being only ten inches higher than in the preceding year, — which was the year of greatest scarcity, — the water used for ornamental purposes, upon the public squares and common, was restricted to a portion of two or three days in each week. These means of economizing the use of water has subjected the citizens to temporary inconvenience or disappointment, which, it is hoped, will be

removed when the new reservoir is completed, and a more abundant supply of water is secured.

The total cost of the water works on the 30th of April last, by the Auditor's report, was \$6,553,845 73, which amount is more than one half of the entire debt of the city. In order to conform more nearly to the requirements of the act of the Legislature granting leave to introduce water into the city, the City Council have, during the past year, made some changes in the water rates with a view to equalize the tax as well as increase the income.

The estimated cost of Chestnut Hill reservoir, according to the report of the Water Board, [City Doc. 85, 1865,] was \$901,364. It is to be located in Newton and Brighton, upon Beacon Street, near Chestnut Hill. The water area is estimated at 126 acres, and the total capacity at 730,000,000 gallons. The land required has nearly all been purchased, and preliminary measures are being taken to enable the Board to proceed vigorously with the work of construction in the spring.

The number of water takers is somewhat over 28,000; and the income for the current year will be about \$450,000. Were it not for the large amount of premium on gold, we should have reason to hope that before long the income would equal the expenses and interest.

A work of immense labor and responsibility is now in the hands of the Cochituate Water Board. I consider it a fortunate circumstance that, in the present condition of this great public concern, we have been able to secure the valuable services of gentlemen so competent to discharge its duties.

EAST BOSTON FERRY.

The East Boston Ferry question is again before the government, by a special report from the Ferry Committee of last year, and by several petitions from influential citizens. That the people of this important section of the city have not

been suitably accommodated in the past is a fact which cannot be doubted; that they are better accommodated now, is, I believe, generally acknowledged. The facilities required for their future wants, to correspond with that growth in business and population which may reasonably be expected, is of vital importance, not only to the island but to the whole city. Two independent ferries for a number of years divided the patronage, and failed to receive the support which would have enabled them to give satisfaction to the inhabitants. The People's Ferry slips belong to the city, and are now unoccupied. The question for you to determine is, whether those slips shall be granted to the company now running the only ferry, or to another new company. This must be determined, not by the excited feelings which the controversy has engendered, but by a calm consideration of the real interests of the people who are most concerned. The experience of the past may be some guide, although the new relations, growing out of a larger number of inhabitants and additional business arrangements, may modify to some extent the decision. Without committing myself at this time to either alternative, but awaiting the light which may be gathered from the discussion and consideration of the subject, I would specially call to your attention this subject as one of the most important which requires your action.

BOSTON VOLUNTEERS.

The work of preparing a record of the officers, soldiers, and sailors furnished by this city for the war, in accordance with an Act of the Legislature, has made satisfactory progress during the year, under the supervision of Mr. George H. Child. It appears from the records made to this date, that the whole number of men whose names are borne upon the muster rolls from Boston, is 26,119.

A large claim has been made against the city, in connection with the furnishing of men for the navy, the legality or

justice of which is not admitted. The claim has been put in suit, and will, in due time, be adjudicated by the Supreme Judicial Court; and while it remains in this condition any comments upon its merits would, perhaps, be ill-timed.

The payments of State aid to dependents of soldiers and seamen credited to this city, have fallen off rapidly since April last, at which time recruiting for the volunteer service ceased. At the present time there are but two Massachusetts organizations in the service,—the 24th and 30th Regiments of Infantry. Payments still continue to be made to a few families of persons in the regular army and navy, and in some cases they will not cease for two or three years. The families of those who have died in the service, or were discharged for disability from wounds or other causes, are also entitled to aid under the present law for one year from the date of the decease or discharge, or until a pension is obtained from the United States. The whole amount disbursed last year was, in round numbers, \$190,000. The aggregate amount paid out since the office was opened, in 1861, is \$1,145,249 49. Of this amount the State has reimbursed \$905,789 87. The accounts for 1863-'64-'65 have not yet been settled by the State. A statement by the Paymaster is transmitted herewith.

The subject of continuing the payments of aid to the families of those who have been killed in the service, or have been discharged sick, wounded, or disabled, and also of making some provision for the soldiers and sailors themselves, who are more or less incapacitated for labor, and are, in consequence, in necessitous circumstances, has been under consideration, during the past few months, by a committee appointed under an order of the last Legislature; and it is expected that the Legislature which is to assemble in a few days will take early action upon the report which will be submitted to it. There seems to be but one opinion in regard to the propriety of making some provision for these cases

beyond and distinct from the ordinary system of State and municipal charities. The only question is in regard to the manner of furnishing the aid, as any general system must involve a large outlay for some years to come. It is somewhat doubtful whether the payments of aid under the laws heretofore enacted have not, on the whole, done more harm than good. But whether it has been beneficial, or otherwise, as applied heretofore, the fact that it was paid when the soldiers and sailors were receiving large bounties and regular pay, would show the impossibility of attempting to stop it when they were discharged from the service, out of employment, and in many cases wholly or in part disabled from laborious work, without creating much distress. A considerable number of those who have been drawing aid for the last three or four years, but who have recently been stricken from the rolls, have been obliged to make application to the Overseers of the Poor, and the expenditures of that department are rapidly increasing on that account. Simple justice, and a due regard for our own honor and dignity, demand that the Legislature should authorize cities and towns to make a special and uniform provision for those who have fallen into distress through their efforts in the service of the country.

A monument to the memory of the soldiers and sailors from this city, who fell during the war, will be erected this year on the lot dedicated to the army and navy, in Mount Hope Cemetery,—an appropriation for the purpose having been made by the last City Council.

THE HARBOR.

The field work of the surveys undertaken in our Harbor by the United States Commission is now completed, and the close of the present fiscal year will terminate their active services in our behalf. During the past year they have covered, by the most elaborate and critical hydrographic survey, the

lower portion of our outer Harbor with its seaward approaches, also the upper reaches of the Mystic River, and the Mystic Lower Pond. They have also taken some final steps in successfully evolving, from the tangled skein of natural and artificial causes, the relations which subsist between the active and passive elements in the physics of our basins and channels. The result set forth in the various reports demonstrates, perhaps for the first time, that by patient and minute inquiry the natural scheme of a harbor may be disclosed, and the amount of disturbance which this scheme has suffered by the heedlessness of a community accurately gauged.

In the tenth report of the United States Commission, which, I am informed, will be presented in February, the subject of harbor conservation is discussed in full, and the causes of decline exposed. Certain classes of artificial structures in our Harbor are shown to be productive of ill consequences, and simple remedies are proposed which shall gradually mend matters to a great extent without radical or oppressive requisitions.

The doctrine of "compensation," or the equivalent return of all tide-water displaced by future occupations, which has been insisted upon by this Commission, as the only guaranty for the preservation of our upper harbor, is fast gaining ground in the confidence of our community, — as fast, I believe, as the matter becomes thoroughly understood.

When the plottings of the surveys in different portions of the Harbor are formally turned over to us from the Commission, with their report thereon, I think it will be found advisable to reduce them to a convenient scale, and publish them.

The inclosure of South Boston flats by a sea wall has been recommended by the Commissioners, in several of their reports, as an improvement to the currents of the Main Channel by the creation of a sufficient scour to prevent the further advance of these flats towards the anchorage-ground.

They show that these flats, as they now lie exposed, have become an injury; and they represent that if their sale for occupation would yield enough to meet the cost of an outer quay, and compensation in kind for tide-water displaced, it would be wise so to dispose of them. This project has already received some attention from our Legislature, as the State is the principal owner of these flats, and I have no doubt it will finally be consummated. Several of our railroads are looking forward to reach tide-water for their Western freight on this southern shore of our Harbor; and it is an enterprise which should receive encouragement from all those who desire the commercial prosperity of our city.

The work for the protection of the headlands of our outer islands has made some progress under the late Col. J. D. Graham, United States Engineer. The means appropriated by Congress was quite limited, and the offer made to the Engineer Department by the City Government, to advance the funds for the more rapid prosecution of the work, to be done under their own officer, was not accepted by the Washington authorities. It is hoped that, at the present session of Congress, a sufficient sum will be granted to complete, during the next season, the works at Great Brewster, and to repair the breaches in the walls at Deer Island. When these are finished there are other islands which will require protection to preserve the Harbor. If this is not speedily done by the National Government, it may be the duty of the State, or the city, to authorize an expenditure for the purpose.

The gentlemen who constitute the United States Commission have, from the outset, given us their services without pecuniary compensation, claiming that the opportunity afforded for investigation in a chosen science, with ample means furnished by an intelligent and appreciative community, offers the most grateful reward and secures an abiding interest. The Coast Survey, from time to time, has detailed one of its corps to assist this Commission, as a legiti-

mate portion of his official duty, and a surveying schooner and instruments for field work have been furnished every summer. The city, upon her own part, has borne the expenses of an engineer selected by the Commission, and the employment of draughtsmen, seamen, &c.

Important as these surveys and researches already appear, their present value sinks into insignificance compared to that which will attach to them in the future. With the exact condition of the Harbor to-day will be compared the changes of future years. No act of encroachment can be hereafter suffered by the Legislature without the knowledge that its injurious effects will be detected, and the responsibility be placed where it belongs.

Although, as I have stated, these honorable Commissioners are about to close their investigations and surveys, it will be a matter of great importance to us to secure, if possible, their future services as an advisory council to our Harbor Committee.

I cannot close my remarks on this subject without a single word in honor of the memory of Col. Graham, who died suddenly on Thursday evening last. He was generally acknowledged to be one of the most accomplished, as he was one of the oldest, officers in the Engineer Corps of the United States Army. Entrusted through his long career with many of the most important works in his department of the public service, the last portion of his official life was directed with an unusual zeal and energy in the efforts to preserve our Harbor. His relations to the City Government, during this time, have been very cordial. His plans for the next season's work have recently been matured in consultation with those who have this special subject under their care; and his decease is not only a public loss, but it affects materially our own local interests. A Virginian by birth, his burning and denunciatory words in condemning the authors of the late Rebellion will not be easily forgotten by those who had an

opportunity to hear his eloquent speech on the subject, and his memory will ever be cherished as a patriot and a true lover of his whole country.

POLICE.

This Department still retains its character for discipline and efficiency. The erection of buildings on former unoccupied territory, and the dispersion through the community, especially in our large cities, of a class of men who were the unworthy hangers-on of our patriotic army, induced the Government, for the public safety, to increase the Department some twenty-five men, thus making our total force, including officers and detectives, three hundred and seventy-five. A new uniform has been adopted, and by the purchase of cloth at wholesale its cost has been considerably reduced to the members, insuring at the same time a uniformity of color and quality. It is proposed to introduce schools for the instruction of the officers in the discharge of their peculiar duties.

I believe as a body our Department is not excelled by that of any other city. Its members are trustworthy and exemplary in their lives, while their public deportment, when called upon to act in seasons of alarm and danger, always meets the approval of our best citizens. It should ever be recollected that the police is but one of the agencies in securing public order, and preventing crime. Judges, courts, and juries must act in connection with it, and the laws should be so framed that guilty parties may not escape the penalty of their acts.

DIVISION OF WARDS.

The inequality in the representation of the popular branch of the City Council has been happily remedied, during the year, by a new division of the city into wards, based upon the number of voters. This was a work requiring much

industry and labor, severing some local ties which had long existed, but an act of necessity to insure an equal and just voice of the people in the administration of our municipal affairs. One of the felicities of the organization of the Common Council to-day is the fact that this is the first board chosen under the new division.

An interesting statement of the census in the different wards, the number of voters, and some industrial statistics of the business of Boston is appended to this address.

There are many other subjects of interest connected with the public service, or with the departments, which deserve special mention if the time allotted to this address would permit. Our system of public education, an essential element in the happiness and the well-being of the community, with its six hundred teachers, twenty-seven thousand pupils, and an annual expenditure of between five and six hundred thousand dollars, ought not to be omitted in this general review of the year. The continued excellence of our Fire Department, the character of its apparatus, the promptness, efficiency, and discipline of its members, our public markets, whose utility has recently been so thoroughly discussed and established, the department of public lands, the common and public squares, bridges, licenses, cemeteries, street lamps, and other matters, afford themes for comment, and are subjects of municipal legislation and official care.

In bringing these remarks, gentlemen, to a close, allow me again to congratulate you on the auspicious circumstances under which you are to undertake the respective duties which have been delegated to you. We are apt to magnify the present, but it seems to me that our honored city was never more prosperous in condition, nor ever had better prospects opening before it.

Since the close of the war a new spirit has been given to commercial enterprise, and the energies and industry of our

people have received an impetus never before experienced in our history. Steam navigation, and railroads, and all methods of public improvement for the development of our resources and the expansion of our business relations, find earnest advocates and a generous and liberal support. These objects we cannot directly aid by contributions from the city treasury, but we can encourage them in some degree by our official influence, and by an enlightened and just policy toward those who are seeking, through private instrumentality, to accomplish the desired end. With this object in view I have deemed it my duty, during the past year, not only to welcome with becoming civic hospitality the distinguished officers who, on the field of battle, have sustained the National cause, and the representatives of foreign nations who have been on our shores, but other delegations and bodies of men, whose visits to our city would promote the interests of commerce and the mechanic arts. The tendencies of the great West to make Boston the ocean depot for its immense agricultural and mineral products should be fostered, and every conceivable means, compatible with our legitimate duties, should be used to bring about so desirable a result. Boston has many public-spirited men of all classes, warmly devoted to her various interests, and while we are their representatives no efforts should be spared to place her in the front rank among the cities of our land.

Assuming for the last time a position which for a period of years has so kindly been conferred upon me by my fellow-citizens, I cheerfully enter upon the duties still remaining, relying upon your aid and council, and pledging myself to heartily co-operate in every good work and measure which will advance the material prosperity, and the intellectual and moral well-being of our beloved city.

THE INAUGURAL ADDRESS
 OF
 HIS HONOR
 OTIS NORCROSS,

MAYOR OF THE CITY OF BOSTON,

TO

THE CITY COUNCIL,

January 7, 1867.



BOSTON:
 ALFRED MUDGE & SON, PRINTERS TO THE CITY,
 34 School Street.
 1867.

ADDRESS.

Gentlemen of the City Council :

WE have been selected by the partiality of our fellow-citizens to administer the government of this city during the municipal year on which we enter this morning. In return for the confidence thus reposed in us, we have bound ourselves by solemn oath, that we will, according to our several abilities, perform the duties incumbent upon us so as best to promote their welfare, happiness, and honor.

Before entering upon the discharge of our duties, allow me, in accordance with the custom of my predecessors in office, to advert briefly to the present condition of our municipal affairs, and to some of the most important subjects which will require your attention.

The country has emerged from the most gigantic civil war in the history of the world, and is recovering from its immediate effects. The people are no longer pained by extraordinary calls for men to be sacrificed, nor burdened with excessive contributions of money and materials to be expended, in the prosecution of an unnatural strife. Peace reigns in all our borders. In the States which remained true to their allegiance to the Federal Government, business has resumed its accustomed channels, and the industry and enterprise of the people are rapidly making compensation for the losses and sacrifices of the war. Let us hope that wise counsels may everywhere prevail, so that, in that section of the country where the desolations of war fell with the most severity, society and industry may be reorganized, and immigration and capital invited thither, to the end that its wealth may be

regained, its hitherto undiscovered resources developed, and all the people, North and South, East and West, become again united in sentiment and feeling, cherishing a common devotion to the whole country and all its interests, and realizing that they have a common destiny.

The past year has been marked by the general good health of our citizens. The Asiatic cholera, which for a season was the subject of serious apprehension, can hardly be said to have visited our city. A few cases of the disease, it is true, have occurred ; but their origin has been traced to sources beyond our limits. Our commercial intercourse with the places where this dreaded scourge most prevails must expose us in the future to its ravages, unless proper means of prevention shall be constantly used. The cultivation of habits of cleanliness, and the observance of the sanitary conditions upon which we must rest our chief hope of security, are both a public and individual duty. The year, too, has been one of general prosperity. Labor has been in constant demand, at prices commensurate with the augmented cost of the necessities of life.

Charitable institutions designed to alleviate the sufferings of the poor and unfortunate are steadily increasing in number, and, through the liberal contributions of our people, enlarging their field of operations.

The exigencies of the country during the few past years have developed the energy and resources of the people to an extent which the most sanguine could not have anticipated ; and now, upon the return of peace, these powers, with undiminished activity, are visible in all departments of industry and business.

The advancement of the Western and Southwestern States in population and production will naturally be rapid, and the surplus products of that vast and fertile territory must continue to find markets in and through the cities upon the Atlantic Coast. It is important to this city that it should not only

retain the business which it now has in connection with this traffic, but that it should largely extend that business. Neither of these results can be reasonably expected unless our facilities for the transportation of merchandise, both by land and sea, shall be materially increased.

As a municipality, we cannot construct railroads, or build steamboats, or operate them after they are constructed and built; and it is not desirable that we should embark in enterprises of this description. The City Government has discharged its whole duty in this respect, when it has prepared convenient streets, and made such other provisions for the transaction of business and the protection of property as are of a public character. All else must be left to private effort and direction. It is hoped and believed, that the merchants of this city, who control to a large extent all the great lines of conveyance radiating hence, will not fail to meet the increasing wants of trade and commerce in such manner as will best advance their own interests and reputation, and promote the general welfare of the city.

The emergencies of the late war often made necessary the sudden raising and expenditure of extraordinarily large sums of money, and did not always permit that deliberation and careful scrutiny which are generally expected from those who are intrusted with the management of public finances.

There is danger that familiarity with these hasty disbursements, although made under circumstances which justified them, may allure us from that regard for economy, and sense of strict accountability, which it is the duty of all public officers to keep constantly in mind. While I counsel no narrow or parsimonious policy in the administration of this government, and am desirous that liberal provision shall be made for every object of legitimate municipal expenditure, I do most earnestly advise against engaging in new enterprises involving large outlays, without a careful investigation of their propriety and expediency, or without providing the

means for carrying them on, otherwise than by the augmentation of the permanent debt of the city.

All patriotic citizens view with gratification the steady reduction of our national indebtedness, and are anticipating, with justifiable pride, its final extinguishment. Why should we not be equally solicitous for the honor and prosperity of our city, and inaugurate measures which will insure a gradual payment and ultimate extinction of its debt? There are instances, it is true, when works of an expensive and permanent character should be undertaken and completed within a period so short as to render it unreasonable to raise the means necessary to pay for them by taxation during their progress; but then, instead of creating a debt for the entire amount of the expenditure, payable at a distant day, upon the excuse that succeeding generations will be benefited by the undertaking, and ought therefore to share the burden of it, good policy dictates that the debt should be made payable by convenient annual instalments, and its extinguishment within a limited number of years made obligatory.

The town of Boston never allowed a public debt to accumulate. "The only debt transferred from the town to the City Government but little exceeded seventy-one thousand dollars, which was wholly incurred by the cost of two prisons and a court-house, then in the course of erection." Since that time we have had a constantly growing debt, and now it assumes large proportions. More than thirty years ago our predecessors in office attempted to arrest its progress, and return to the more prudent policy of the town. They provided by an ordinance, which is still unrepealed, that "all balances of money remaining in the treasury at the end of the financial year; all receipts of money on account of the sale of real estate of any description now belonging or which may hereafter belong to the city; all receipts on account of the principal sum of any bond or note now owned, or which may hereafter be owned by the city; and also of the annual city

tax, in every future year, a sum that shall not be less than three per centum of the amount of the principal of the city debt, and not less than fifty thousand dollars in each year, shall be, and the same hereby are, appropriated to the purchase of the capital of the city debt."

Though this ordinance has been of standing obligation from the time of its enactment, and its provisions probably have been observed to the letter by successive city administrations, the debt has been since increased from the sum of \$1,078,-088.28 to its present amount. To show the extent to which our expenditures have exceeded our resources from taxation, there must be added to this increase of the debt all sums which have been received from the sales of public lands. These lands, which have heretofore been a source of no inconsiderable revenue, are now mostly sold, and in the future we can expect but a small income from them. The policy I thus recommend will, if it is adopted by the City Council, involve a heavier taxation of the citizens, or a curtailment of expenditures. If the former branch of the alternative is adopted, the burden no doubt will be cheerfully borne, so long as the citizens are satisfied that the public moneys are economically and judiciously appropriated. And, if it shall prompt them to more scrutiny of public measures, and to a more active discharge of duty in the selection of their public officers, the general good will be advanced.

The total amount of the city debt, funded and unfunded, on the thirty-first day of December last was \$13,020,375.91.

I shall lay before you, a statement of the Committee on the Reduction of the City Debt, showing in detail its present condition.

Among the measures which engaged the attention of the last City Council, and which will be brought to your consideration, are :

1. The filling of the South Boston flats, and otherwise

improving the harbor, estimated to cost, according to the extent to which the plan which has been formed shall be executed, from about \$9,000,000 to \$20,000,000. It is expected, however, that a considerable proportion of this expenditure will be reimbursed to the city, by the proceeds of sales of lands and wharves thus created.

2. The raising of the grade of Church Street and its vicinity, the estimated cost of which is \$500,000.

3. The construction of a reservoir and driveway at Chestnut Hill, estimated to cost \$1,025,000.

4. The extension of Broadway to Washington Street, at a cost, if the way is carried above the railroads, probably of \$1,000,000.

5. The erection of an Insane Hospital in Winthrop, at an estimated cost, including furniture and lands, of \$600,000.

6. The erection of a new Court House, for which no approximate estimate has been made, but which may be expected to cost, in addition to what may be realized from the sale of the old Court House, \$500,000.

7. The erection of a school-house for the Girls' High and Normal School, estimated to cost, exclusive of the furniture and 16,800 feet of land, \$200,000.

8. The erection of a monument to the memory of our soldiers who fell in the late civil war, estimated to cost \$160,000.

9. The erection of buildings for the Overseers of the Poor, including a temporary home and accommodations for various charitable societies, at an estimated cost, including the land, of \$100,000. Private subscriptions have been made in aid of this enterprise to the amount of \$17,000.

10. The reduction of Fort Hill and the neighboring streets, for which no reliable estimates have been made. Part of this work is already in progress, in *Oliver and Belmont Streets*, under an act of the Legislature, which authorizes the principal part of the expense of it to be assessed

upon the abutting estates; so that the work, so far as it has already been undertaken, will not make a large draft upon the treasury. The residue of it, if done at all, must be done at the public expense, except so far as the cost shall be reimbursed under the provisions of the betterment law.

The magnitude of the expenditures involved in these enterprises should make us hesitate to engage in those of them to which the city is not already committed, until it is made to appear that they belong to our municipal duties, and that the public interests require us to carry them forward. If the expense of the prosecution of any of them should be borne or shared by other parties, we ought not to that extent assume the payment of them.

ASSESSORS.

The valuation of property taxable in this city, as made by the Assessors, was, on the first day of May last, \$415,362,345, being an excess over the valuation for the year 1865 of \$43,469,345. In this appraisalment the real estate was estimated at \$225,767,215, showing an excess over its valuation in 1865 of \$24,139,215.

Prior to last year, real estate had not partaken in any considerable degree of the general inflation of prices which had so much affected other descriptions of property. But, since the appreciation of its price began to be developed, the advancement has been rapid; and it is probable that the next valuation will show a large addition to our present figures. These augmented prices, however, should not be taken as evidence of so much permanent addition to our wealth; for, upon a return to a specie basis for the currency, a very considerable portion of this apparent value will disappear.

By a recent decision of the Supreme Judicial Court, it has been determined that our citizens owning shares in manufact-

uring corporations out of the State are taxable therefor at their full market value. This will add considerably to the list of personal property on which taxes are hereafter to be assessed.

As the city advances in population and wealth, the selection of Assessors becomes more and more important. They should always be men of good judgment, and the Board should be so constituted that its members shall bring to it a practical acquaintance with all departments of business, and a knowledge of the worth of all descriptions of property. I particularly recommend this subject to your consideration.

INTERNAL HEALTH.

The labor of this department was largely increased during the past year by measures adopted on account of the apprehended visitation of the cholera. Under an order of the Board of Health, the officers, with the assistance of the police, made a thorough examination of every part of the city, for the purpose of removing sources of filth, and all matter which is supposed to engender or aggravate disease.

There was also, by order of the same Board, a sanitary inspection made, by competent physicians, of all buildings, lanes, and passage-ways, and report thereof made to the department. The mode of conducting these examinations, and the results obtained by them, will be laid before you in the Report of the Superintendent.

Six free bathing houses were provided early in the year, and maintained through the warm season, at an expense, including attendance, of \$17,405.04. These were much resorted to by persons of all ages and of both sexes. The number of baths taken in all these establishments is reported to be 433,690, indicating that they were regarded with general favor, and that they contributed essentially to the general health. A steam dredging-machine and six scows have been purchased during the past year, at a cost of \$32,158.55, for

the purpose of dredging the docks near the outlets of the sewers, and for other work in the harbor. The annual expense of maintaining them is estimated at \$14,000.

POLICE.

The importance of a well-regulated and efficient department of police cannot be overestimated. On it depends, in a large degree, the safety and convenience, as well as the morals, of the community.

The primary duty of police officers is with energy and promptness to preserve the public peace, and to detect and bring to justice offenders against the laws; but there are many other duties which competent and faithful officers will not fail to recognize and discharge. Among these are the prevention of crime by a careful watchfulness of all tendencies to it; friendly admonitions to the young who are making their first visits to places of vice, or are inclining to the company of bad associates; and an example in their own persons of temperance, chaste language, fair dealing, and kind disposition.

Crimes of great magnitude against property have within a few years multiplied to an alarming extent. Property to the amount of thousands and hundreds of thousands of dollars is often seized by violence or stealth by persons whose lives are wholly devoted to the study and commission of crime, and who become expert, not only in their occupation, but in eluding detection and prosecution. Sufferers by their depredation are often more anxious to recover their lost property than to bring criminals to punishment. It is to be feared that perpetrators of crime have found dangerous encouragement in this disposition. If, upon detection, a return of the plundered property in whole or in part will protect them from answering to the violated law, their nefarious business becomes in their estimation comparatively safe. Officers of the law should always remember that, however desirable it may be that restoration of property should be

made in such cases, their chief duty is the vindication of the law in the prosecution of the criminals.

Police officers are often necessarily brought into contact with the worst portions of society, and subjected to reproach and vilification. On the one hand they should be holden to a strict and honest discharge of their trust; and, on the other, when they are honest and faithful, they should receive the protection of the City Government and the citizens.

The present police force, including all the grades, consists of three hundred and seventy-seven officers. During the year they have made 17,990 arrests, and furnished lodgings in the station houses to 19,223 persons.

LICENSE LAW.

The evils resulting from the use of intoxicating drinks have strongly attracted the attention of the people through many years, and led to various expedients for their eradication. It is generally conceded that a large proportion of the crimes and misery which we have so much cause to deplore proceeds directly or indirectly from intemperance; and it is not unnatural, perhaps, that efforts more vigorous than effective should sometimes be put forth for the removal of the cause of this suffering. But, in dealing with all questions pertaining to government, reference must be had in some degree to the temper, habits, and traditions of the people. Intoxicating liquors have been used from the earliest times and in all countries, and the manufacture and sale of them have everywhere been permitted. Legal enactments in regard to them have generally had for their object regulation of sale, in connection with revenue and excise laws, and not restraint of consumption.

At the present time the importation of both spirituous and vinous liquors is allowed to the largest extent by the laws of the United States, and no State has power to prevent, control, or regulate such importation. It is likewise true that the

use of such liquors is very general among all classes of the people, including those the most influential, in every part of our country and of the civilized world. Under these circumstances it has been found impracticable to execute prohibitory laws in large towns. It is apparently done in small or sparsely inhabited places; but I apprehend that the result attained here is to transfer purchases to other localities, rather than materially to affect the extent of the traffic.

It always has a demoralizing effect to have laws upon the statute-book which are not and cannot be executed. Experience has shown, after years of effort, that the act prohibiting the sale of intoxicating liquors to be used as a beverage belongs in that category.

In this, as in most other moral reforms, the people must be educated to an advanced position; they cannot be driven to it by force.

It is the part of wisdom to deal with facts as we find them. If we cannot wholly prevent an evil, we should do what we can to mitigate it.

A license law, not impracticable, but reasonable in its provisions, with penalties so severe, and capable of so summary infliction as to insure obedience to it, and placing the traffic only in the hands of persons who can be holden responsible, criminally and pecuniarily, to observe its requirements, — would, in my judgment, be the most effectual means which can be adopted for the correction of the great and growing evils of intemperance.

ANNEXATION OF ROXBURY.

The City of Roxbury have appointed three Commissioners to confer with the Government of this city upon the expediency of uniting the two municipalities under one Government; Commissioners have also been appointed on the part of this city to confer with them upon the subject. The interests

involved in this project are of great magnitude, and the report of the Commissioners will be looked for with solicitude.

STREETS.

The Committee on Streets, whose duties are always arduous, found them unusually so the past year. The reduction of Oliver and Belmont streets, under a special act of the Legislature, was commenced by them, and must be completed by the committee of the present year. That act authorized the widening, laying out, and grading of Oliver and Belmont streets and Washington square, fifty feet in width from Milk to Broad street; and the assessment of the expense thereof, with certain exceptions, upon the estates abutting upon the streets. The power given to the Mayor and Aldermen in this act is somewhat unusual in this Commonwealth; yet its necessity was so apparent, that it was granted upon the petition of the persons by whom the expenses attending its execution are chiefly to be borne. It is our duty to them, as well as to the public, to use all practicable economy, both in time and money, in executing the trust committed to us.

By an act of the last Legislature, the City of Boston is authorized to lay out, widen, and grade streets at its discretion, and to assess upon each of the estates abutting upon such streets a sum not exceeding one-half of the amount which the estate is benefited by the improvement. If this law shall be judiciously administered, it will correct evils which have long been felt to exist, and tend to equalize the burden consequent upon the widening of our narrow streets, and the improvement of lands adjacent thereto.

The Report of the Committee on Streets, made at the close of the past year, will exhibit to you the details of what was done in this department while it was under their care.

Complete plans of the streets in East Boston have been made, and deposited in the office of the City Engineer. Similar plans of the streets in South Boston are in progress, under

the direction of a commission, and are in a state of forwardness that insures the laying of them before you at an early day.

PAVING.

The streets are generally in a satisfactory condition. Large expenditures were made the past year in their repair. Union Park street was graded from Harrison avenue to Albany street, at an expense of about \$16,000. Charles, Lewis, Broad, Newton, Saratoga, Chandler, Thomas and Ferdinand streets were repaved or graded. Concord and Rutland squares were laid out, and put in good order. The iron fence on the Park in Commonwealth avenue was extended one square, at a cost of \$5,300.

PUBLIC BUILDINGS.

A primary school-house upon East street was completed within the last year, at an expense, for land, building, and furniture, of \$63,965.45. There is in course of erection a grammar and primary school-house in the Hancock school district, at an estimated cost of \$110,000; an armory on Wareham street one hundred and seventy feet in length and fifty feet in width, at a cost of \$30,000; and a station-house on the corner of Commercial and Battery streets, for the Harbor Police, now nearly completed, at a cost of \$47,274. Alterations and repairs are in progress in the City Building, in Court square, to render it more convenient as a police station, and also to provide a ward-room for Ward No. 4. The cost of these improvements will be about \$20,000.

The Court House in Court square has long been a source of complaint. It is regarded as inadequate in size, and faulty in arrangement and location, being in the centre of a business so noisy as seriously to interfere with the conducting of the business of the courts. It is a clear duty of the City to provide a more convenient and suitable edifice. Negotiations for

the sale of the present building are now pending, which, if they result successfully, will promote the convenience of this community, by locating in the building important federal offices which are now more distant, and less easy of access. I commend this subject to your early consideration.

CHURCH STREET.

The Church street territory, so called, is a subject which has engaged the anxious attention of several successive city administrations, and will require your careful consideration. The grade of this territory is several feet below high water, and consequently cannot be drained except at a low stage of the tides. Formerly the drainage was into the empty basin in the Back Bay, from which the tide was excluded, and in which the water did not rise more than three feet above low water. While the empty basin was kept in this condition, and the sewers had their outlets in it, there was no want of sufficient drainage; but, as the filling of the basin by the Commonwealth and the Boston Water Power Company progressed, the drainage was impaired; and, when the filling is completed, there will be no means of drainage left, other than into the harbor, where the tide has its ordinary rise and fall.

The consequence naturally is, that with every tide this territory must be overflowed. The remedy for the difficulty is the raising of the grade of the territory, at an expense which is estimated at half a million dollars, and may be found to be a considerably larger sum.

The number of ways for travel, and courts or places, on this territory is twenty, of which only three have been laid out or accepted as public streets. They were constructed and built upon by the owners of the land, of the width and at the grade the proprietors saw fit to adopt. The plan was formed, no doubt, under the expectation that the empty basin would afford the means of drainage for an indefinite period, the proprietors of the basin having then entered into contract

with many of the land-owners, that no change in this respect should ever be made.

The streets and ways are as safe and convenient for the purpose of public travel as they would be at a more elevated grade. It is believed that the city has no legal liability whatsoever to the owners of the estates on account of the present condition of the territory.

Under these circumstances, what is the duty of the City Council in the premises? If they permit the whole expense of the improvement of this district to be paid from the treasury, upon what principle can their action be justified.

This territory is in the central part of the city, and contiguous to a large and valuable tract of newly made land, which undoubtedly will soon be covered with buildings. The contemplated improvement will, if made, be of utility in a sanitary point of view, and add beauty to the general appearance of the city, as well as value to the real estate, not only within the limits of the territory, but in its neighborhood. These circumstances render it proper for the city to pay a reasonable — perhaps liberal — proportion of the cost of the improvement, but not until the owners of the estates benefited have contributed on their part an amount equal to the increased value of their property.

The number of the parties who ought in equity to share the expenses of the work is so large, and their interests are so various, that it is not practicable to suggest any apportionment of the expenses which would be satisfactory to all of them, or according to which all of them would voluntarily agree to contribute. I therefore recommend that a petition be presented to the Legislature for an act authorizing the City Council, through the agency of a suitable commission, to raise this territory to a proper grade, and to do all other things which are necessary in connection therewith, and to assess the expenses of the work upon all the parties benefited, in

such a manner and in such proportions as shall be most just and equitable.

In this connection it is obvious to remark, that the policy you shall adopt in reference to this subject will be important beyond its immediate application. There are other districts, of no inconsiderable extent, in the city, affected similarly to the one under consideration. It will naturally be expected that what is done in this case will be done in all similar cases, and a wrong precedent will become a source of embarrassment to the City Council, and of discontent to the citizens.

PUBLIC LANDS.

Public lands, including four wharves upon Albany street, containing 489,813 square feet, were sold during the last year for the sum of \$232,971.84. The expenditures of the department, including the building of sewers in Albany street, Brookline and Plympton streets, and the grading of streets upon South Bay, amount to \$24,476.96.

The lands remaining for sale are — on the South Bay, 712,822 square feet; in South Boston, 846,083 square feet; in East Boston, 5,000 square feet, and on Marlborough street, 8,400 square feet.

PUBLIC INSTITUTIONS.

The Public Institutions, comprising the House of Industry, House of Correction, Almshouse, Lunatic Asylum, and House of Reformation, are in charge of a Board of Directors, and I believe are managed with due regard to economy, and the comfort of the inmates. The total number of inmates of all the institutions on the 13th of December last was 1,310, being 137 in excess of the number of the previous year.

An act of the Legislature of the last year renders necessary the revision of the ordinance relating to the admission of truants to the House of Reformation.

A memorial was presented by the Board of Directors to the City Council, early in the year 1863, setting forth the necessity of a new hospital for the insane. No action, however, was taken upon it, from doubt, as it was understood, of the expediency of erecting another public hospital, and of the propriety or right of erecting buildings for the accommodation of patients other than those who are supported at the public charge, and receiving such patients at prices less than the average expense of maintaining them, including in the computation the cost of the buildings, and all other expenses of the institution. The City Council of 1865, however, entertaining different views, gave the Board of Directors authority to select a site for a hospital; and subsequently 184 acres of land in the town of Winthrop were purchased therefor, at a cost of \$28,000. Plans for the buildings are prepared and will soon be laid before you, with an estimate of the cost of their erection, amounting to about \$500,000. This estimate does not include the preparation of the grounds, or the furnishing of the buildings. It will be for you, in due time, to decide upon the propriety of proceeding to erect the buildings during the continuance of the present high prices of labor and materials.

In the consideration of this question, as well as of others involving the expenditure of money which must be borrowed now, and repaid at a future day, it should be borne in mind that a change in the currency may leave us with a debt to be paid at its nominal amount, and with property worth much less than its cost.

OVERSEERS OF THE POOR.

The Overseers of the Poor continue to distribute the money placed at their disposal by the City Council, among those who are legally entitled to it; and they also use the income of the various funds in their care, in accordance with the terms of the several trusts. The amount of money appropriated by

the city, and expended during the past year, is \$57,740.97, of which there has been reimbursed from various sources \$18,034.90, leaving a total net expenditure of \$39,708.07. The amount of trust funds held by the Overseers of the Poor, from which income is received, is \$186,499.49. It is hoped that, when the building on Chardon street shall have been erected, the principal charitable societies of the city will be enabled to act in concert with the Overseers of the Poor; and, by the concentration of information and effort, devise a plan of operation by which all the deserving poor shall be properly provided for, and impostors detected and exposed, or punished.

CITY HOSPITAL.

This institution, designed to afford assistance to persons "who by misfortune or poverty may require relief during temporary sickness," is doing its work successfully.

Number of patients in the hospital, Jan. 1, 1866	117
Admitted during the year	1,432
Discharged during the year	1,263
Deaths	123
Remaining in the hospital, Jan. 1, 1867	163
Treated as medical and surgical out-patients	1,955
Treated as ophthalmic out-patients	1,369

The economical administration of this institution has been greatly aided by the erection of the new buildings. Accommodations are now in readiness for the reception of patients requiring treatment for all descriptions of disease, contagious or not contagious, as well as those requiring surgical aid.

The medical lectures delivered under the direction of the Board of Physicians and Surgeons have been largely attended, and have proved very successful. They have included a special course upon the subject of ophthalmia.

The operating and lecture room in the dome of the centre building has been found from experience to be inconveniently located, and too small to accommodate the increasing business of the Hospital. A change in this department would be advantageous to the institution. The Hospital has acquired an honorable reputation; and, whatever may have been the differences of opinion in regard to the expediency of its foundation, now none will deny that every reasonable facility should be afforded for the advancement of its usefulness.

A general library of about seven hundred volumes furnishes entertainment and instruction to the patients; and about three hundred and seventy-five volumes of medical books have been gathered by contribution and purchase for the beginning of a medical library. The high prices of labor and supplies have largely increased the expenses of this institution, yet it is confidently expected that the expenses for the current financial year will be within the appropriation made for them.

THE PUBLIC LIBRARY.

This institution, standing at the head of our educational trusts, continues to merit the confidence of the City Government and of our fellow-citizens. The recent Report indicates satisfactorily the manner in which its affairs are conducted by the Board of Trustees. The tenure of office of this board, in which experience is so pre-eminently valuable, has recently been placed upon a similar footing with the other public trusts of the city. There is no other of the great charities which are so justly our pride, which requires more direct personal supervision on the part of its managers, and certainly none in which greater care should be exercised in the selection.

The development of this institution, its popularity and importance, will be manifest from the statement, that, on the 1st of August, 1866, the library, in the fourteenth year of its

existence, contained 130,678 volumes, that the number of lendings of books for home use, and for use in the building, was, during the last year, 203,625; and that, since September, 1858, 45,869 persons have registered their names to secure the privileges of the institution.

WATER DEPARTMENT.

A supply of water sufficient in quantity for all needful purposes has been maintained throughout the year. By the vigilance of the Inspectors, and the application of meters, the draft from Lake Cochituate, which in 1864 reached 16,000,000 gallons daily, has been reduced to a daily average of 12,000,000 gallons. Still the Water Board are of the opinion that even now fully one-third part of the water brought into the city is wasted.

The number of water-takers on the 13th of December last was 28,250, being an increase since the 1st of January preceding of seven hundred and sixty-one. The revenue from sales of water during the same time was \$486,018.32, being an excess above the receipts of the preceding year of \$35,676.84.

The most important work now in progress in this department is the construction of the Chestnut Hill reservoir, the principal purpose of which is the storage of water to be used in time of drought, or in case of accident to the water works. The water is brought from Lake Cochituate to the Chestnut Hill reservoir, a distance of twelve miles, in a brick conduit, which formerly was at times so much overtasked as to render its condition a cause of anxiety to the Water Board. A breach of the conduit, which would take several days to repair, would be likely to deprive the people of water for a time. No estimate can be made of the injury such a deprivation would cause, even in a day.

In obedience to an order from the City Council, a roadway is to be constructed, which, connecting with the county road,

will surround the entire reservoir, and make a driveway of about two and a half miles.

SOLDIERS' RELIEF.

Payments to the families of soldiers who served in the army of the United States, in the late civil war, had gradually diminished, until they amounted only to the monthly sum of about \$2,000. But the legislation of the last year so enlarged the bounties, that the payment of them amounted in October last to \$19,828, and the number of the recipients of aid to 2,427.

The sums thus paid by the city are reimbursable from the treasury of the State; but, as a compliance with the requirements of the statute in making the disbursements is the condition upon which the repayment by the State will be made, great care is requisite on the part of the disbursing officers of the city in this department.

EAST BOSTON FERRIES.

Communication between the city proper and the island ward has been the subject of much complaint, and the cause of no inconsiderable expenditure from the city treasury. It is gratifying to know, that this vexed question is at length settled, and in a manner that affords general satisfaction. All the ferriage is under the control of one company, so that an unfavorable competition no longer embarrasses the conduct of the business; and that company is believed to be able and willing to afford all the accommodations the public wants require, and at reasonable rates of compensation.

To the attainment of this result, and in this manner, I devoted much time and labor when I occupied another place in the City Government.

HARBOR.

The condition of the harbor has, for many years, been a subject of constantly increasing anxiety to our citizens whose

business has led them to be observant of it. The action of the water has made, and is continuing to make, abrasions of the headlands in the lower harbor. The material so detached is borne by the currents and deposited in the main ship channel, to an extent that will make the channel impassable for vessels of a large class, unless the process now going on is speedily arrested. My immediate predecessor in office, with the prudence and foresight which so happily characterized his administration generally, was indefatigable in his efforts to provide a remedy, and through his influence much was accomplished in the right direction; but all that has been done will be of little value, unless much more is done. The warning given and repeated by the distinguished United States Commissioners who have made a careful and protracted scientific survey and examination of the harbor; the observations of nautical men so often made and promulgated; the general alarm felt by all persons conversant with the subject; and the disastrous consequences, not only to this city and State, but to the whole country, that must follow the loss of one of the best harbors on the Atlantic coast, — ought to be sufficient to insure the most prompt application of a remedy.

It is beyond doubt the duty of the Congress of the United States to make the appropriation necessary to protect the harbor, and preserve its capacity and usefulness; and it is not to be supposed that this duty would be neglected by that body, if they were made aware of the importance of their immediate and energetic action in the premises. I recommend that appropriate measures be adopted to bring this subject to the attention of Congress at the earliest practicable time.

A permanent Commission has been established by the Legislature, which is charged with the duty of the supervision of all the harbors in the State, so far as pertains to matters of which the State has control. From the intelligence and

character of the Commissioners much benefit may be anticipated from their action.

Provision was made by the last City Council for the appointment of Commissioners to examine and report upon the expediency of the city undertaking the filling of the flats on the northerly shore of South Boston, and otherwise improving the inner harbor, in accordance with a plan which has been adopted by the State Commissioners on the harbor, with the approval of the United States Commissioners. Their report will be looked for with deep interest. These improvements will, however, be of little value unless access to them from the sea is maintained.

SCHOOLS.

The superintendence and management of the public schools belong to the School Committee. Their duties are defined by law; and in the discharge of them they are subject to the control and direction of the City Council only to a very limited extent. The providing of school-houses, fuel, and other necessities, and the raising of money for the support of the schools, are duties of the City Council. Our system of public schools was founded by our fathers, who planted the institutions of civilization upon these shores. It has been sustained and cherished with care by each successive generation of their descendants. The design of the founders was to furnish a competent education to the children of all classes in the community, believing general education to be the most stable foundation of free government and good morals. The success of the plan has vindicated their wisdom in its establishment, and warrants a continuation of the liberality of the City Council in appropriations in its behalf. The cheerfulness with which the citizens respond to the taxes levied upon them for the support of the schools, and the extent to which they resort to them for the education of their children, attest their appreciation of the value of the system.

The following statistics show the increase in the expenses of supporting the public schools in the last ten years :

1856. Total expenditure, including school-houses, \$441,-139.08 ; number of scholars, 23,749 ; average cost per scholar, exclusive of houses and repairs, \$12.27.

1866. Total expenditure, including school-houses, \$776,-375.32 ; number of scholars, 27,723 ; average cost per scholar, exclusive of houses and repairs, \$20.76.

1866. Average daily attendance of pupils, 25,899 ; whole number of teachers, 613.

A large proportion, probably a majority, of the pupils who enter the grammar schools do not complete the course of study prescribed in them. They leave the schools before they are advanced to the first class. The necessity of their labor, as a means of support to the families of which they are members, is probably the chief cause operating to produce this result. It is worthy of consideration, whether a modification of the course of study in the schools may not be made, so as to adapt it more to the wants of those who cannot avail themselves of the whole course, without impairing its usefulness to others.

Briefly and, I am aware, imperfectly, I have passed in review the most important subjects which will require our consideration and action during this municipal year. However much I may have come short of doing them justice, their magnitude will not fail to be appreciated by you. The expansion of our territory, and the progress of business in all departments of industry, are rapidly multiplying the duties of those who administer the municipal government. The intelligent and faithful discharge of those duties already requires the almost undivided labor of all connected with the executive departments.

Relying upon your wisdom, and pledging you my hearty co-operation in whatever measures you may adopt calculated to promote the interests and welfare of our common constituents, and invoking upon our deliberations and acts the favor and guidance of the Supreme Ruler of the Universe, I am now ready to enter with you upon the discharge of the duties to which we have been called by our fellow-citizens.

UNIV. OF MICHIGAN,

FEB 27 1912

